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ABSTRACT

Examining delinquency problems/services in rural Tennessee, existing secondary data on rural-urban delinquency patterns in the U.S. and Tennessee were compiled; officials and professionals (N=51) working with juveniles in East Tennessee were surveyed; and a preliminary estimation of costs associated with possibilities for improving juvenile services in rural counties was made using a simulated budget approach for group homes, probation services, volunteer programs, and counseling. Analysis of available data revealed: a 38% increase in serious crimes in the U.S. between 1969-74, with Tennessee's rate being far above the national average; juvenile involvement in crime accounted for nearly 50% of all serious crimes in the U.S. in 1974 (Tennessee urban counties had a 1974 juvenile delinquency rate of 32.1 per 1,000 as compared with a rural rate of 12.1); major areas identified as needing more time and money were professional counseling, probation services, recreation facilities, and detention; of the 9 preventive and rehabilitational programs discussed in the survey, special classes, recreation facilities, probation and parole services, foster homes, and volunteer programs were cited as those which could be organized at the county level; the budget analysis suggested the feasibility of pooling or contractual arrangements and the importance of noncost considerations in the decision making process. (JC)

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JUVENILE DELINQUENCY IN RURAL AREAS

An Exploratory Study in East Tennessee

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December 1976

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JUVENILE DELINQUENCY IN RURAL AREAS

AN EXPLORATORY STUDY IN EAST TENNESSEE

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December 1976

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While conducting this study, the author was a Research Assistant in the Tennessee Agricultural Experiment Station. The report that follows is not an officially endorsed Experiment Station publication, but has been reviewed by members of the staff who served on the author's graduate advisory committee.

JUVENILE DELINQUENCY IN RURAL AREAS: AN EXPLORATORY STUDY IN EAST TENNESSEE

A Thesis
Presented for the
Master of Science
Degree
The University of Tennessee, Knoxville

William Dan Bolton
December 1976

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During the summer of 1975, interviews were conducted with 51 judges, sheriffs, probation workers, counselors, and others concerned with juvenile problems in 15 East Tennessee Development District counties. Respondents felt that juvenile delinquency was on the increase and that offenders were younger than in the past. The major cause of delinquency, as perceived by the respondents, was an unfavorable home environment. The respondents saw no major differences between rural and urban areas as to the major *causes* of delinquency or the *types* of offenses committed. Judges, law enforcement personnel, human service workers and others interviewed within this area seemed very interested in alternatives to institutionalization (detention homes, training schools). Most respondents felt that not enough time and money was being spent on delinquency problems. Major areas needing more attention in their view were: professional counseling, better probation services, improved recreation facilities, and better detention facilities. Nine preventive and rehabilitational programs were discussed in the survey. Of these, the majority of respondents felt that recreation facilities, special classes, probation and parole services, foster homes, and volunteer programs could be organized at the individual county level. The majority of respondents felt that detention and treatment centers would best be suited to a more District-wide operation, while respondents were somewhat undecided about the service area for continued training programs, group homes, and professional counseling services.

Because of low population and limited tax bases, many rural counties cannot afford to provide their own youth services. Pooling of resources among counties may be the most feasible way to provide a high quality level of some services.

An attempt was made to study four specific services--group homes, expanded probation and parole services, volunteer programs, and professional counseling services--and two or three alternative ways of providing each of these services using a simulated budget approach. Detailed cost information based on actual programs was scarce, so it was necessary to rely heavily on subjective estimates when constructing these budgets. The preliminary results of this analysis suggested that 1) pooling or contractual arrangements can in some cases lower costs, and 2) noncost considerations are very important in the decision-making process.

In the course of conducting this study, several program-support needs related to juvenile services in rural areas became apparent. Some of these are: needs for better collection and distribution of data about delinquency patterns, better training for juvenile officials and workers, and improved communications among agencies and individuals. In each of these areas, attention must be given to the fact that many rural workers and officials often carry several responsibilities and, therefore, can devote only part-time to juvenile problems. Also, programs must be organized so as to eliminate as much travel as possible for these persons. While state and federal assistance is important, local officials and workers can take some positive steps of their own toward improvement of juvenile services.

In general, rural areas experience many of the same problems as urban areas. However, because the resources available in rural areas (funds, personnel, etc.) are often limited, solutions may be more difficult to achieve.

ABSTRACT

Juvenile delinquency has become a major concern in both large cities and small communities. However, in the past most research undertaken has dealt with those delinquency problems in city and suburban areas. Very little research has been addressed specifically to rural settings. This study was a modest attempt to examine delinquency problems and services in rural Tennessee. The analysis included three components: 1) compilation of existing secondary data about rural-urban delinquency patterns in the United States and Tennessee, 2) a survey of officials and professionals working with juvenile problems in East Tennessee, and 3) preliminary estimation of costs associated with some possibilities for improving juvenile services in rural counties.

Analysis of available data showed that serious crime in the United States increased 38 percent between 1969 and 1974. In general, suburban areas experienced the greatest increases, followed by cities and rural areas. In Tennessee, the crime rate has been somewhat below the national level. However, from 1969 through 1974, its crime rate rose far more than the nation-wide trend.

Secondary data showed that juvenile involvement in crime has risen rapidly. Juveniles accounted for nearly half of all arrests for serious crimes in the United States in 1974. Nation-wide, urban areas experienced higher juvenile delinquency rates than did rural areas. In Tennessee the same pattern holds true, with urban counties reporting a 1974 juvenile delinquency rate of 32.1 per 1,000 inhabitants under 18 years of age, compared with a mean rural county rate of 12.1.

TABLE OF CONTENTS

CHAPTER PAGE

I. INTRODUCTION 1
  Juvenile Delinquency 1
  Extent of Juvenile Delinquency 2
  Need for Rural Study 3
  Objectives of This Study 5
  Method of Approach 6

II. RURAL-URBAN JUVENILE DELINQUENCY PATTERNS IN THE UNITED STATES AND TENNESSEE 8
  Major Data Sources and Their Limitations 8
  Crime in the United States 9
  Juvenile Involvement 12
  City, Suburban, and Rural Comparisons 15
  Crime in Tennessee 22
  Juvenile Delinquency in Tennessee 24
  Summary 28

III. SURVEY OF OFFICIALS AND PROFESSIONALS WORKING WITH JUVENILE PROBLEMS IN EAST TENNESSEE 30
  The Area Under Study 30
  The Survey Process 35
  Responses to General Questions 39
  Attitudes Toward Specific Juvenile Services 58
  Summary 71

IV. PRELIMINARY COST ANALYSIS OF SELECTED JUVENILE SERVICES . 73
  Underlying Concepts 74
  Development of Cost Estimates 77
  Group Homes 78
  Juvenile Probation Services 84
  Volunteer Program 90
  Professional Counseling Services 94
  Summary 100

V. SUMMARY AND CONCLUDING OBSERVATIONS 102
  Brief Recap of the Study's Findings 102
  Better Secondary Data Needed 104
  More Training Needed 106
  Better Communications Needed 108
  Innovative Ideas Needed 110
  Need for Program Legitimization 111
  The "Economies" of Delinquency Prevention and Treatment Is Important 112
  Need for Action 113

CHAPTER PAGE

LIST OF REFERENCES 115

APPENDIXES 118
    A. Detailed Crime Data 119
    B. Juvenile Delinquency and Institutionalization Rates 126
    C. Survey Schedule 131

VITA 142

LIST OF TABLES

TABLE PAGE

I. Estimated Number of Crime Index Offenses, Rate Per 100,000 Inhabitants, and Percent Change, 1969-1974, United States 11

II. Arrests Involving Persons Under 18 for Selected Offenses, United States, 1974 13

III. Arrests According to Specific Age Groups Under 18, 1969 and 1974, United States 16

IV. Percent of Total Arrests for the Crime Index Offenses Involving Persons Under 15 and Under 18, by Place of Arrests, United States, 1974. 17

V. Arrest Trends Involving Persons Under 15, Under 18, 18 and Over, by Place of Arrest, United States, 1969-1974. . 20

VI. Number of Crime Index Offenses, 1974, Rate Per 100,000 Inhabitants, and Percent Change, 1969-1974, Tennessee . . 23

VII. Trends in Juvenile Delinquent Behavior, Responses of 51 Professionals in 15 East Tennessee Counties, 1975. . . 41

VIII. Major Causes of Juvenile Delinquency, Responses of 51 Professionals in 15 East Tennessee Counties, 1975 45

IX. Rural-Urban Differences, Responses of 51 Professionals in 15 East Tennessee Counties, 1975 48

X. Disposition of Juvenile Cases, Responses of Nine Judges in East Tennessee Counties, 1975. 51

XI. Perceived Levels of County Services, Responses of 44 Professionals in 15 East Tennessee Counties, 1975 53

XII. Levels of Time and Money Devoted to Juvenile Problems, Responses of 51 Professionals in 15 East Tennessee Counties, 1975. 56

XIII. Perceived Advantages and Disadvantages of Nine Preventive or Rehabilitational Programs, Responses of 51 Professionals in 15 East Tennessee Counties, 1975. . . 59

XIV. Preferred Service Area for Nine Preventive or Rehabilitation Programs, Responses of 51 Professionals in 15 East Tennessee Counties, 1975 66

TABLE PAGE

XV. Obstacles Seen Facing the Establishment or Expansion of Nine Preventive or Rehabilitational Programs, Responses of 51 Professionals in 15 East Tennessee Counties, 1975 . 69

XVI. Simulated Budgets for Two Alternative Group Home Programs. 82

XVII. Simulated Budgets for Two Alternative Methods of Providing Expanded Probation Services 87

XVIII. Simulated Budgets for Individual and Regional Volunteer Programs. 93

XIX. Simulated Budgets for Three Alternative Mental Health Service Approaches 98

XX. Reported Total Arrests for All Offenses, Percent Involving Young People, United States, 1974: in Cities 120

XXI. Reported Total Arrests for All Offenses, Percent Involving Young People, United States, 1974: in Suburban Areas 121

XXII. Reported Total Arrests for All Offenses, Percent Involving Young People, United States, 1974: in Rural Areas. . 122

XXIII. Arrest Trends Involving Persons Under 15, Under 18, 18 and Over, United States, 1974: in Cities 123

XXIV. Arrest Trends Involving Persons Under 15, Under 18, 18 and Over, United States, 1974: in Suburban Areas 124

XXV. Arrest Trends Involving Persons Under 15, Under 18, 18 and Over, United States, 1974: in Rural Areas. 125

XXVI. Juvenile Delinquency Rates Per 1,000 Inhabitants Under 18 Years of Age, in Urban Tennessee Counties, 1974. . . . 127

XXVII. Juvenile Delinquency Rates Per 1,000 Inhabitants Under 18 Years of Age, in Rural Tennessee Counties, 1974. . . . 128

XXVIII. Institutionalization Rates Per 1,000 Cases Disposed of by Juvenile Courts, in Urban Tennessee Counties, 1974 . . 129

XXIX. Institutionalization Rates Per 1,000 Cases Disposed of by Juvenile Courts, in Rural Tennessee Counties, 1974 . . 130

GLOSSARY

Judicial Terms

Adjudication	That part of a hearing where evidence is presented.
Disposition	That part of a hearing (if evidence is proved valid) concerning a discussion of what action should be taken on the case in question.
Petition	Papers filed requesting court action.

Criminal Offenses

Criminal homicide	(a) Murder and nonnegligent manslaughter: All willful felonious homicides as distinguished from deaths caused by negligence. Excludes attempts to kill, assaults to kill, suicides, accidental deaths, or justifiable homicides. Justifiable homicides are limited to: (1) The killing of a person by a law enforcement officer in line of duty; and (2) The killing of a person in the act of committing a felony by a private citizen. (b) Manslaughter by negligence: Any death which the police investigation established was primarily attributable to gross negligence of some individual other than the victim.
Forcible rape	The carnal knowledge of a female, forcibly and against her will in the categories of rape by force, assault to rape, and attempted rape. Excludes statutory offenses (no force used--victim under age of consent).
Robbery	Stealing or taking anything of value from the care, custody, or control of a person by force or by violence or by putting in fear, such as strong-arm robbery, stickups, armed robbery, assaults to rob, and attempts to rob.

Aggravated assault	Assault with intent to kill or for the purpose of inflicting severe bodily injury by shooting, cutting, stabbing, maiming, poisoning, scalding, or by the use of acids, explosives, or other means. Excludes simple assaults.
Other assaults (simple)	Assaults which are not of an aggravated nature.
Burglary - breaking or entering	Burglary, housebreaking, safecracking, or any breaking or unlawful entry of a structure with the intent to commit a felony or a theft. Includes attempted forcible entry.
Larceny - theft	The unlawful taking, carrying, leading, or riding away of property from the possession or constructive possession of another. Thefts of bicycles, automobile accessories, shoplifting, pocket-picking, or any stealing of property or article which is not taken by force and violence or by fraud. Excludes embezzlement, "con" games, forgery, worthless checks, etc.
Motor vehicle theft	Unlawful taking or stealing or attempted theft of a motor vehicle. A motor vehicle is a self-propelled vehicle that travels on the surface but not on rails. Specifically excluded from this category are motor boats, construction equipment, airplanes, and farming equipment.
Arson	Willful or malicious burning with or without intent to defraud. Includes attempts.
Forgery and counterfeiting	Making, altering, uttering or possessing with intent to defraud, anything false which is made to appear true. Includes attempts.
Fraud	Fraudulent conversion and obtaining money or property by false pretenses. Includes bad checks except forgeries and counterfeiting. Also includes larceny by bailee.

Embezzlement	Misappropriation or misapplication of money or property entrusted to one's care, custody, or control.
Stolen property - buying, receiving, possessing	Buying, receiving, and possessing stolen property and attempts.
Vandalism	Willful or malicious destruction, injury, disfigurement, or defacement of property without consent of the owner or person having custody or control.
Weapons - carrying, possessing, etc.	All violations of regulations or statutes controlling the carrying, using, possessing, furnishing, and manufacturing of deadly weapons or silencers. Includes attempts.
Prostitution and commercialized vice	Sex offenses of a commercialized nature and attempts, such as prostitution, keeping a bawdy house, procuring or transporting women for immoral purposes.
Sex offenses	Statutory rape, offenses against chastity, common decency, morals, and the like. Includes attempts.
Narcotic drug laws	Offenses relating to narcotic drugs, such as unlawful possession, sale, use, growing, manufacturing, and making of narcotic drugs.
Gambling	Promoting, permitting, or engaging in gambling.
Offenses against the family and children	Nonsupport, neglect, desertion, or abuse of family and children.
Driving under the influence	Driving or operating any motor vehicle or common carrier while drunk or under the influence of liquor or narcotics.
Liquor laws	State or local liquor law violations, except "drunkenness" and "driving under the influence." Excludes Federal violations.
Drunkenness	Drunkenness or intoxication.

Disorderly conduct	Breach of the peace.
Vagrancy	Vagabondage, begging, loitering, etc.
All other offenses	All violations of state or local laws, except those discussed above and traffic.
Suspicion	Arrests for no specific offense and released without formal charges being placed.
Curfew and loitering laws (juvenile)	Offenses relating to violation of local curfew or loitering ordinances where such laws exist.
Runaway (juvenile)	Limited to juveniles taken into protective custody under provisions of local statutes as runaways.

CHAPTER I

INTRODUCTION

This study was undertaken in order to learn more about 1) the juvenile delinquency problems in nonmetropolitan areas; 2) how these problems are currently being handled; and 3) feasible ways to reduce and deal with such problems through preventive and rehabilitational programs. Current efforts in Tennessee to develop more comprehensive plans related to juvenile justice and rehabilitation (partly in connection with new legislation) make such study timely. Before turning to the specific areas of this study, it is important to discuss delinquency and delinquency problems in general. The following sections will deal with the definition of juvenile delinquency, the extent of delinquency, and the need for study in rural areas.

Juvenile Delinquency

In order to establish a basis from which to start, a general definition of deliquency is needed. For purposes of this study, juvenile delinquency is considered to be: "any act, course of conduct, or situation which might be brought before a court and adjudicated."[1]

From the above definition, it can be seen that there is a wide range of actions which could be considered as delinquent. Delinquent behavior is often divided by professional workers into two distinct categories: 1) violation of any law or ordinance, and 2) an action that is considered to be an offense only because of one's status as a juvenile. The first category includes those offenses which would apply to both adults and youth (robbery, murder, rape, etc.). However, status offenses apply only to persons under legal age. (In Tennessee, the legal age is 18.) Some of the offenses often considered as status are: truancy, running away, consensual sexual behavior, smoking, drinking, curfew violations, disobeying authority, ungovernability, and waywardness. These examples are just a few of the many kinds of offenses which would place a child in the jurisdiction of a juvenile court.

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[1] Paul Tappan, "The Nature of Juvenile Delinquency," in Juvenile Delinquency: A Book of Readings, ed. Rose Giallombardo (New York: John Wiley and Sons, Inc.), 1966, p. 23.

Extent of Juvenile Delinquency

The Congress of the United States, in hearings pertaining to the Juvenile Justice and Delinquency Prevention Act of 1974, found that juveniles account for almost half the arrests for serious crimes in the United States today.[2] While this statement alone provides one with some understanding of the seriousness of the juvenile delinquency problem, it does not present an overall picture of the problem as compared with past years. Information contained in the Uniform Crime Reports show that during the 15-year period from 1960 through 1974, the number of arrests involving persons under 18 years of age increased 138 percent.[3] During the same period, arrests involving persons 18 and over increased by only 16 percent. While some of the increase experienced by both groups may be accounted for by the increasing number of crimes reported, better reporting methods, and increased efficiency of police departments, not all of the increase can be explained away because of the above factors.

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[2] Juvenile Justice and Delinquency Prevention Act, 42 USC 5601, sec 101(a), September 7, 1974.

[3] U. S. Department of Justice, Federal Bureau of Investigation, Uniform Crime Reports for the United States (Washington, D. C.: Government Printing Office), 1974, p. 182.

The final statement of the Congress of the United States (in its findings pertaining to the Juvenile Justice and Delinquency Prevention Act of 1974) emphasizes that juvenile delinquency is a grave problem in our society and that something must be done to resolve it.

> Congress finds further that the high incidence of delinquency in the United States today results in enormous annual cost and immeasurable loss of human life, personal security, and wasted human resources and that juvenile delinquency constitutes a growing threat to the national welfare requiring immediate and comprehensive action by the Federal Government to reduce and prevent delinquency.[4]

Need for Rural Study

There is need for more insight into the juvenile delinquency problems of rural areas. In reviewing the literature, this writer could find very little research that related specifically to small towns or rural areas. ~~In reviewing the literature, this writer could find very little research that related specifically to small towns or rural areas.~~ Many studies concerned with the various facets of juvenile delinquency (causes, prevention, treatment, etc.) have been undertaken, but nearly all have been oriented to city and/or suburban settings.

It is not necessarily true that the research findings related to urban juvenile delinquency problems and solutions would apply equally well to rural areas. One would expect much in common, but rural areas have distinctive characteristics of their own that may lead to different kinds and sources of delinquency problems, as well as to needs for different approaches to their solution. In contrast to cities and suburbs, rural areas are not densely populated, kinship relationships are often stronger in rural communities, and constructive recreational opportunities are often scarcer. Also, there is not always convenient access to vocational training or specialized counseling. Often law enforcement and judicial matters concerning juvenile cases may not be handled by professionals who are especially equipped to deal with juvenile problems. Low population levels in many rural counties often mean that adequate funding is not available to enable these counties to provide specialized juvenile services of their own.

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[4] Juvenile Justice and Delinquency Prevention Act, 42 USC 5601, sec. 101(b), September 7, 1974.

As can be seen in the above discussion, rural areas have their own special characteristics, and studies aimed at urban settings may produce results not applying to rural areas. Therefore, if more is to be learned about rural problems and possible solutions, future research must include rural areas. Dr. W. P. Lentz in answering a question concerning the possibility and need for expanded research associated with juvenile delinquency in rural areas has summarized this point well:

> Skeptics may claim that there is not much to be learned through such efforts. Perhaps they are right but what little is known about rural deviant behavior suggests that it too must be studied before we can arrive at a more complete understanding of the whole problem of juvenile delinquency.[5]

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[5] W. P. Lentz, "Rural Delinquency," in Juvenile Delinquency, ed. Joseph S. Roucek (New York: Books for Libraries Press), 1970, p. 203.

Objectives of This Study

This thesis represents an attempt to add to the body of knowledge concerning juvenile delinquency problems and possible solutions in rural areas. It differs from many other works on delinquency not only in its rural orientation but also in its emphasis on examining alternative actions from an economic decision-making perspective. The study on which this thesis is based had the following objectives:

1. To provide an overview of emerging crime and juvenile delinquency patterns, with special attention given to United States-Tennessee and rural-urban comparisons.
2. To learn more about key aspects of juvenile delinquency in rural areas, as viewed by officials and professional workers who are working in nonmetropolitan counties. Special focus was on: the scope of the problem, trends, causes, rural-urban differences, handling of juvenile offenders, facilities available, and services that might prove effective in reducing and preventing the problem in the future.
3. To develop preliminary comparisons of single and multicounty approaches for providing selected juvenile services, using a cost-effectiveness framework that could be applied to a variety of human service programs.

Method of Approach

Each of the three objectives entailed a distinct source of information and analytical approach, as described below:

Objective 1--Overview of Delinquency Patterns

For this objective, secondary sources of data were used to piece together a descriptive picture of both crime in general and juvenile delinquency in particular. Special attention was given to problems existing in rural areas of the United States and Tennessee.

The major sources of data used were the Uniform Crime Reports published by the Federal Bureau of Investigation (FBI), along with other information provided by the Tennessee Department of Corrections and the Law Enforcement Planning Agency. The information collected is presented and discussed in Chapter II.

Objective 2--Survey of County Officials and Professional Workers

To obtain firsthand information concerning the juvenile delinquency problems experienced by individual counties, a survey was conducted during the summer of 1975. Fifty-one officials and professional workers in 15 East Tennessee Development District counties were interviewed. These respondents were selected because of their roles in dealing with delinquency problems. They included judges, sheriffs, school personnel, juvenile counselors, mental health and human service workers.

The information collected was tabulated and analyzed using two grouping methods. The first method grouped respondents by work location (rural, urban, multicounty). The second method grouped respondents by type of work done. More details about the survey and its findings are presented in Chapter III.

Objective 3--Cost Comparisons

To determine and analyze the costs of providing preventive and rehabilitational programs, both primary and secondary data sources were utilized. The procedure involved compiling and tabulating costs associated with each of the four programs selected for study (group homes, professional counseling, probation services, and volunteer programs). Within each program two or three alternative methods for providing such service were compared, using a simulated budget approach. Major emphasis was on comparing single-county and multicounty approaches to see whether potential savings exist when rural counties pool their resources.

The cost estimates used in this study are preliminary in nature and somewhat sketchy because of the scarcity of actual experience and documentation related to all the alternatives. However, the estimates do suggest a framework around which more refined comparisons can be built. While the cost estimates are a major concern of this study, noncost advantages and disadvantages are also identified and discussed. These economic decision-making aspects of rural juvenile services are presented and discussed in Chapter IV.

CHAPTER II

RURAL-URBAN JUVENILE DELINQUENCY PATTERNS IN THE UNITED STATES AND TENNESSEE

The purpose of this chapter is to provide a descriptive overview of the crime problem in general and juvenile delinquency in particular. The following discussion centers on the situation existing in rural areas, but attention is also given to the problems experienced by urban areas. The first three sections deal with the situation in the United States while the last two sections concern the problem in Tennessee.

Major Data Sources and Their Limitations

Most of the statistical data contained in the following discussion were obtained from the Uniform Crime Reports.[1] A program to provide criminal statistics on a national basis for use in law enforcement administration and management was initiated in 1930 by the Committee on Uniform Crime Records of the International Association of Chiefs of Police. Soon after, the Federal Bureau of Investigation (FBI) was authorized by the Congress of the United States to act as a clearinghouse for all statistical information on crime. Since that time, the FBI has provided information to the public in the form of annually published reports.[2]

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[1] U. S. Department of Justice, Federal Bureau of Investigation, Uniform Crime Reports for the United States (Washington, D. C.: Government Printing Office), 1974.

[2] Ibid., pp. 1-3.

In general, the Uniform Crime Reports are considered to be the best available source of statistical information on crime in the United States. However, the reports do have one major fault. The local law enforcement agencies are entirely responsible for compiling their own crime reports and voluntarily submitting them to the FBI. Because of the voluntary nature of the programs, all local law enforcement agencies do not submit their reports. Therefore, the Uniform Crime Reports tend to be incomplete and somewhat inadequate.[3]

Other secondary data sources utilized in this study were: the Tennessee Law Enforcement Planning Agency, the East Tennessee Development District, Knox County Juvenile Court, Law Enforcement Planning Committee, and the Juvenile Division of the Tennessee Department of Corrections.[4] As in the case of data obtained from the Uniform Crime Reports, all of the above data sources possess some disadvantages. With some, the voluntary nature of data collection provides for very incomplete information. Others are able to collect complete and comprehensive data. However, because of the time needed to collect and tabulate the data, the finished product may be too dated for useful analytical study.

Crime in the United States

During recent years, crime in the United States has reached such proportions that it is now one of our society's gravest problems. The estimated numbers of offense reported in the United States during 1974, along with their rates per 100,000 inhabitants and percent change from 1969, are presented in Table I.

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[3] An example of this would involve rural areas of the United States. In 1974, only 81 percent of the rural areas reported their data to the FBI.

[4] Certain individuals also provided helpful information and data. Their contributions will be presented in later chapters.

The offenses of murder, forcible rape, robbery, aggravated assault, burglary, larceny theft, and motor vehicle theft comprise the Crime Index offenses.[5] These offenses, as a group, are used by the FBI to measure the distribution and trends of crime in the United States. While the Crime Index offenses are only seven of the 30 offenses reported by the FBI, they were selected as the measuring device because they represent the most common local crime problems.[6] The offenses of burglary, larceny theft, and motor vehicle theft make up the property crime category. Crimes of a violent nature are considered to be the offenses of murder, forcible rape, aggravated assault, and robbery.

During the calendar year 1974, 10.2 million Crime Index offenses were reported to law enforcement agencies. The great majority of these offenses consisted of those within the property crime category. On an individual basis, crimes involving the offense of larceny theft accounted for over 50 percent of the total number of offenses reported. The second highest number of offenses reported involved the crime of burglary followed by motor vehicle theft and aggravated assault. In 1974, the rates at which these crimes occurred or the probability of a person being a victim of one of these crimes varied widely from a high of 2,473

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[5] When these and other terms are not defined in the text or by a footnote, definitions and/or explanations are provided in glossary.

[6] U. S. Department of Justice, Federal Bureau of Investigation, Uniform Crime Reports for the United States (Washington, D. C.: Government Printing Office), 1974, p. 10.

TABLE I

ESTIMATED NUMBER OF CRIME INDEX OFFENSES, RATE PER 100,000 INHABITANTS, AND PERCENT CHANGE, 1969-1974, UNITED STATES

	Estimated Offenses 1974		Percent Change 1969-1974	
Crime Index Offenses	Number	Rate[a]	Number	Rate[a]
Violent offenses:				
Murder	20,600	10	+40	+33
Forcible rape	55,210	26	+49	+42
Robbery	441,290	209	+48	+41
Aggravated assault	452,720	214	+47	+40
All violent offenses	969,820	459	+47	+40
Property offenses:				
Burglary	3,020,700	1,429	+53	+46
Larceny theft	5,227,700	2,473	+35	+29
Motor vehicle theft	973,800	460	+11	+ 6
All property offenses	9,222,200	4,362	+38	+31
Total	10,192,020	4,821	+38	+32

[a] Number of offenses per 100,000 inhabitants.

Source: U. S. Department of Justice, Federal Bureau of Investigation, Uniform Crime Reports for the United States (Washington, D. C.: Government Printing Office), 1974, p. 11.

offenses per 100,000 inhabitants for larceny theft to a low of 10 for the crime of murder.

During the six-year period from 1969 through 1974, the number of reported Crime Index offenses increased 38 percent. Crimes involving offenses of a violent nature increased 47 percent. The offense of burglary experienced the greatest increase of the individual offenses with a 53 percent increase. This was followed in turn by increases in forcible rape, robbery, and aggravated assault.

When changes in population are brought into the picture, as is the case when percent change in the rate per 100,000 inhabitants is considered, the picture is still very bleak. The number of offenses per 100,000 inhabitants increased nearly 32 percent between 1969 and 1974, and for several offenses increased more than 40 percent.

Juvenile Involvement

In recent years, juvenile involvement in criminal activity has drawn more and more attention from those engaged in research concerning crime and criminal activity. In the past, analytical focus was largely concerned with gang activity and civil disobedience. Today, more time and thought is being given to the broader spectrum of juvenile delinquency problems. One of the major reasons for the shift undertaken by researchers could be the ever growing involvement of youth in all facets of criminal activity. The number of arrests for the Crime Index offenses during 1974, and the percent of those arrests involving persons under 18, are presented in Table II.

TABLE II

ARRESTS INVOLVING PERSONS UNDER 18 FOR SELECTED OFFENSES, UNITED STATES, 1974

	Total Arrests, 1974	
Crime Index Offenses	Number	Percent of Offenders Under 18
Violent offenses:		
Murder[a]	13,818	10.1
Forcible rape	17,804	19.4
Robbery	108,481	32.6
Aggravated assault	154,514	17.0
All violent offenses	294,617	22.6
Property offenses:		
Burglary	340,697	53.3
Larceny theft	729,661	48.9
Motor vehicle theft	107,226	55.2
All property offenses	1,177,584	50.7
Total	1,472,201	45.1

[a] Includes nonnegligent manslaughter.

Source: U. S. Department of Justice, Federal Bureau of Investigation, Uniform Crime Reports for the United States (Washington, D. C.: Government Printing Office), 1974, p. 186.

During 1974, more than 1,400,000 arrests were reported to the FBI. As shown in Table II, property crimes accounted for 1,177,584 of the total arrests while the remaining 294,617 arrests were for crimes of a violent nature. The greatest number of arrests involving the seven individual criminal offenses was for the crime of larceny theft, followed by burglary, aggravated assult, robbery, and motor vehicle theft. Persons under 18 were involved in 45 percent of all arrests for the Crime Index offenses. The offenses constituting the property crime category experienced the greatest juvenile involvement; 55 percent of all arrests for motor vehicle theft involved persons under 18, while persons under 18 were responsible for 53 percent of the arrests for burglary offenses and 49 percent for larceny theft. For those offenses involving crimes of a violent nature, robbery experienced the highest percent of arrests involving persons under 18, followed by forcible rape and aggravated assault. Other offenses in which persons under 18 represented a large portion of arrests reported during 1974 were: vandalism (69 percent), stolen property (34 percent), arson (59 percent), and narcotic drug laws (26 percent).[7]

The above discussion should convey the fact that many criminal offenses involve persons under 18. However, in order for one to gain a more complete understanding of the seriousness of the problem, examination of juvenile involvement in crime by age group is needed. The total number of arrests and the percents associated with specific age groups under 18 for 1969 and 1974, along with percent change during this six-year period, are shown in Table III.

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[7] U. S. Department of Justice, Federal Bureau of Investigation, Uniform Crime Reports for the United States (Washington, D. C.: Government Printing Office), 1974, p. 186.

Persons under 18 were involved in more than 1.6 million arrests during 1974. Approximately 24 percent of the arrests made were of persons 13 and 14 years of age. The 16-year old age group showed the second largest number of arrests. This was followed by 17-year olds, 15-year olds, persons 11 and 12, and lastly by persons under 10.

From 1969 through 1974, the number of arrests involving persons under 18 increased 12 percent. The 17-year old age group experienced the largest increase of any of the six age groups, with a 20 percent increase. The under 10 age group showed the only decrease in the actual number of arrests reported. The relative standing or rank of each of the six age groups did not change during the six-year period.

City, Suburban, and Rural Comparisons

In the past, most of the attention given to juvenile delinquency has centered on the situation existing in cities. Because of this focus, the problems of suburban areas to some extent and rural areas to a greater degree have been overlooked. The percentages of total arrests involving persons under 15, and under 18, by place of arrests are presented in Table IV.

Those offenses making up the property crime category showed the greatest degree of juvenile involvement during 1974. Suburban areas had the highest percentages of arrests made of both persons under 15 and under 18 with 23 and 55 percent, respectively. Cities showed the second highest in both age groups while rural areas were last. Persons under 15

TABLE III

ARRESTS ACCORDING TO SPECIFIC AGE GROUPS UNDER 18, 1969 AND 1974, UNITED STATES

	Total Arrests				Percent Change in Number of Arrests
	1974		1969		
Age Groups	Number	Percent	Number	Percent	1969-1974
Under 10	71,384	4.2	76,429	5.1	- 6.6
11-12	135,553	8.1	128,564	8.6	+ 5.4
13-14	399,611	23.8	361,413	24.1	+10.6
15	325,482	19.3	292,479	19.5	+11.3
16	377,420	22.4	328,733	21.9	+14.8
17	373,623	22.2	312,597	20.8	+19.5
All persons under 18	1,683,073	100.0	1,500,215	100.0	+12.2

Source: U. S. Department of Justice, Federal Bureau of Investigation, Uniform Crime Reports for the United States (Washington, D. C.: Government Printing Office), 1969, p. 113; 1974, p. 186.

TABLE IV

PERCENT OF TOTAL ARRESTS FOR THE CRIME INDEX OFFENSES INVOLVING PERSONS UNDER 15 AND UNDER 18, BY PLACE OF ARRESTS, UNITED STATES, 1974

	City Arrests[a]			Suburban Arrests[b]			Rural Arrests[c]		
Crime Index Offenses	Total Number (1,000)	Percent Under 15	Percent Under 18	Total Number (1,000)	Percent Under 15	Percent Under 18	Total Number (1,000)	Percent Under 15	Percen Unde 18
Violent offenses:									
Murder[d]	11.6	1.5	10.5	2.6	1.5	8.4	.9	1.2	7.7
Forcible rape	14.7	4.7	20.0	4.1	4.2	21.1	1.2	1.8	11.7
Robbery	98.8	9.6	33.4	19.3	6.4	29.3	2.3	1.6	17.5
Aggravated assault	124.2	5.5	17.5	41.9	5.9	20.2	10.6	.9	6.0
All violent offenses	249.3	6.9	23.6	67.9	5.8	22.4	15.0	1.1	8.3
Property offenses:									
Burglary	277.9	22.4	53.7	103.0	22.8	57.9	22.3	14.9	44.7
Larceny theft	649.6	23.4	49.5	219.9	24.0	52.9	24.9	10.0	34.8
Motor vehicle theft	89.6	15.0	55.8	28.9	15.6	59.3	5.2	11.6	49.9
All property offenses	1,017.1	22.4	51.2	351.8	22.9	54.9	52.4	12.2	40.5
Total	1,266.4	19.3	45.7	419.7	20.1	49.5	67.4	9.7	33.2

[a] City: Defined as a core city with a population of 50,000 or more inhabitants.

[b] Suburban Area: Consists of cities with populations less than 50,000 together with counties which are within a standard metropolitan statistical area.

TABLE IV (continued)

[c]Rural Area: The uncorporated portion of a county outside of standard metropolitan statistica area.

[d]Includes nonnegligent manslaughter.

Source: U. S. Department of Justice, Federal Bureau of Investigation, Uniform Crime Reports for the United States (Washington, D. C.: Government Printing Office), 1974, pp. 195, 204, 212.

constituted 7 percent of all arrests for violent crimes in the cities, while all persons under 18 were involved in 24 percent. Persons under 15 and under 18 made up 6 and 22 percent, respectively, of all arrests for violent crimes in suburban areas. Again rural areas were well below both city and suburban areas in the percent of total arrests for violent crimes involving persons under 18. A more complete and detailed presentation of juvenile involvement in crime by place of arrest is shown in Tables XX, XXI, and XXII of Appendix A.

To gain a better understanding of the juvenile delinquency problems in city, suburban, and rural areas, it is essential to look at the changes that have occurred in recent years. The percent changes in the number of arrests for the Crime Index offenses involving persons under 15, under 18, and for those persons 18 and over by place of arrest are shown in Table V.

Suburban areas, during the six-year period from 1969 through 1974, experienced the largest percent increase in the number of arrests for the Crime Index offenses within each of the three age groups. Other important points brought out in Table V are:

**In both property and violent crime categories, suburban areas reported the largest percent increases in the number of arrests involving the three age groups.

**In the property category, cities reported the second highest increase in the number of arrests for the under 18 and the 18 and over age groups.

**Rural areas reported the second highest percent increases in the number of arrests involving violent crimes within the

TABLE V

ARREST TRENDS INVOLVING PERSONS UNDER 15, UNDER 18, 18 AND OVER, BY PLACE OF ARREST, UNITED STATES, 1969-1974

	Percent Change, 1969-1974								
	City[a]			Suburban[b]			Rural[c]		
Crime Index Offenses	Under 15	Under 18	18 and over	Under 15	Under 18	18 and over	Under 15	Under 18	18 a ove
Violent offenses:									
Murder[d]	22.2	23.3	18.3	263.6	131.3	74.3	83.3	118.8	5
Forcible rape	42.3	16.7	27.7	176.2	82.5	41.3	31.3	-2.2	7
Robbery	10.2	36.9	44.5	68.5	132.8	99.3	16.1	53.1	17
Aggravated assault	23.4	30.9	27.9	148.1	147.3	94.1	68.4	45.0	74
All violent offenses	16.3	33.2	32.6	117.5	136.8	90.0	49.1	42.6	50
Property offenses:									
Burglary	12.9	31.9	35.6	54.0	78.1	71.1	19.2	14.3	16
Larceny theft	15.4	29.7	58.0	61.1	81.3	105.5	33.0	33.7	28
Motor vehicle theft	-24.8	-21.7	-11.6	19.2	16.7	22.5	-11.8	-20.2	-23
All property offenses	11.2	22.6	42.9	56.0	71.9	86.0	20.1	14.9	16
Total	11.6	23.6	39.5	58.0	75.4	58.7	20.6	16.2	24

[a] City: Defined as a core city with a population of 50,000 or more inhabitants.

[b] Suburban Area: Consists of cities with populations less than 50,000 together with counties which are within a standard metropolitan statistical area.

[c] Rural Area: The uncorporated portion of a county outside of standard metropolitan statistic areas.

TABLE V (continued)

[d] Includes nonnegligent manslaughter.

Source: Adapted from U. S. Department of Justice, Federal Bureau of Investigation, Uniform Crime Reports for the United States (Washington, D. C.: Government Printing Office), 1969, pp. 12 131, 139; 1974, pp. 195, 204, 212.

three age groups. Cities reported increases well below both suburban and rural areas.

**In those areas defined as cities, the individual offenses showing the greatest increases in the number of arrests involving persons under 18 were: robbery, burglary, and aggravated assault. The offenses experiencing the greatest increases in suburban and rural areas were: murder, robbery, and aggravated assault.

Tables XXIII, XXIV, and XXV of Appendix A give a complete listing of all offenses reported by the FBI, along with their increase from 1969 through 1974 by age group and place of arrest.

Crime in Tennessee

The Uniform Crime Reports not only present data concerning the crime problem nation-wide, but also provide some information about crime problems of individual states. The Crime Index offenses reported in Tennessee during 1974, along with their rates per 100,000 inhabitants and percent change from 1969 through 1974, are shown in Table VI.

In Tennessee during 1974, approximately 151,000 Crime Index offenses were reported to the FBI. Property crimes as a group accounted for 135,116 reported offenses, while the remaining 15,969 offenses involved crimes of a violent nature. Crimes involving larceny theft showed the largest number of offenses reported followed by burglary, motor vehicle theft, and aggravated assault.

During the six-year period from 1969 through 1974, the number of Crime Index offenses as a group increased 128 percent in Tennessee. The offenses included in the property crime category increased 137 percent

TABLE VI

NUMBER OF CRIME INDEX OFFENSES, 1974, RATE PER 100,000 INHABITANTS, AND PERCENT CHANGE, 1969-1974, TENNESSEE

	Criminal Offenses 1974		Percent Change 1969-1974	
Crime Index Offenses	Number	Rate[a]	Number	Rate[a]
Violent offenses:				
Murder[b]	555	13	45.3	39.6
Forcible rape	1,062	26	110.3	102.4
Robbery	6,490	157	116.6	109.0
Aggravated assault	7,862	190	46.9	41.8
All violent offenses	15,969	386	72.9	66.9
Property offenses:				
Burglary	55,745	1,350	95.7	88.8
Larceny theft	65,055	1,576	273.4	260.4
Motor vehicle theft	14,316	347	27.6	23.1
All property offenses	135,116	3,273	136.5	128.2
Total	151,085	3,659	127.6	119.7

[a] Number of offenses per 100,000 inhabitants.

[b] Includes nonnegligent manslaughter.

Source: U. S. Department of Justice, Federal Bureau of Investigation, Uniform Crime Reports for the United States (Washington, D. C.: Government Printing Office), 1969, pp. 60-61; 1974, pp. 58-59.

and crimes of a violent nature increased 73 percent. The number of larceny theft offenses increased 273 percent. This was by far the fastest growing category of Crime Index offenses. Robbery offenses were second followed by forcible rape and burglary. Population increases accounted for only a small fraction of the overall increases.

A comparison of Tennessee data with nation-wide figures (see Table I, page 11 and Table VI) shows that the rates at which the Crime Index offenses occurred were higher nation-wide except for the offense of murder. However, the percent increases in the number of offenses reported from 1969 through 1974 were larger in Tennessee. In some cases, the Tennessee-U. S. differences were small, notably the offenses of murder and aggravated assault. But for the offenses of forcible rape, robbery, larceny theft, and motor vehicle theft, the increases in Tennessee were more than double those experienced nation-wide.

Juvenile Delinquency in Tennessee

This section will deal with the degree of juvenile involvment in criminal activity in the 95 Tennessee counties. In order to provide a basis for comparison, a juvenile delinquency rate was calculated for each Tennessee county as a percent of that county's under-18 population.[8] The 95 counties were grouped into three categories: counties with juvenile delinquency rates below 10 per 1,000 inhabitants, counties with rates of between 10 and 30, and those counties with rates above

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[8] The rates were derived from data concerning the number of cases disposed of by juvenile courts in each of the 95 Tennessee counties, along with 1974 county population estimates for persons under 18 years of age.

30 per 1,000 inhabitants. Information concerning the juvenile delinquency rates per 1,000 inhabitants under 18, for rural and urban counties of Tennessee, is presented in Figure 1.[9] During 1974, 38,825 juvenile cases were disposed of by juvenile courts in Tennessee.[10] Urban counties accounted for 36,475 of the total number of cases, while 2,350 cases involved rural counties. The juvenile delinquency rate per 1,000 inhabitants under age 18 in Tennessee was 29.2 during 1974. Other information concerning juvenile delinquency in rural and urban counties of Tennessee follows:

	Rural	Urban
Number of counties	48	47
Mean juvenile delinquency rates	12.2	32.1
Number of counties with rates below 10 per 1,000	25	8
Percent of total	(52)	(17)
Number of counties with rates of between 10 and 30	21	33
Percent of total	(44)	(70)
Number of counties with rates of above 30	2	6
Percent of total	(4)	(13)
Range	34.9-0.5	56.4-2.9

---

[9] The definitions of rural and urban counties used in this study were: Urban counties--those counties whose largest city has a population of 5,000 or more inhabitants; Rural counties--those counties whose largest cities have populations of less than 5,000 inhabitants.

[10] These include both official and unofficial cases, but exclude traffic cases. An official case is a "judicial" case which has to include the following: 1) a petition formally filed, 2) adjudication, and 3) a disposition. If this three-step process is stopped at any point, the case becomes an unofficial case. Another form of an unofficial case involves no petition but counseling is set up for up to three months. In this type of case, a judge does not necessarily become involved and no record is kept after counseling stops. Yet another form of unofficial case (called a continuation) involves a petition filed by parents and signed by parents, child, counselor, supervisor, and judge. This type of unofficial case involves setting up a voluntary counseling plan by the parties mentioned above. No official record is made and, after the child is 18, the file is destroyed.

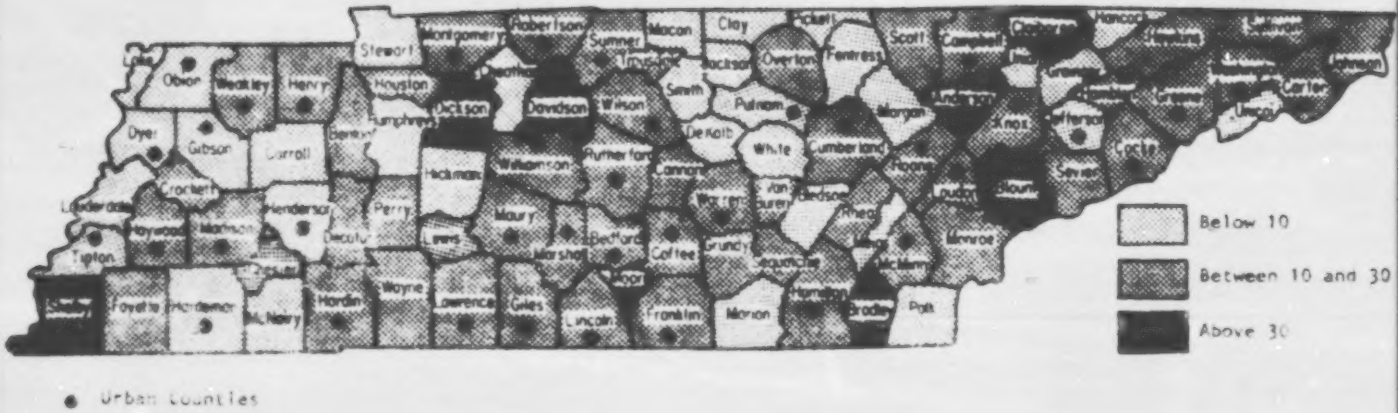
Stewart
Montgomery
Robertson
Sumner
Macon
Clay
Pickett
Fentress
Scott
Campbell
Claiborne
Hancock
Hawkins
Sullivan
Johnson
Obion
Weakley
Henry
Houston
Dickson
Davidson
Wilson
Smith
Jackson
Overton
Putnam
Morgan
Anderson
Knox
Jefferson
Greene
Carter
Unicoi
Dyer
Gibson
Carroll
Benton
Humphreys
Williamson
Rutherford
DeKalb
White
Cumberland
Roane
Sevier
Cocke
Crockett
Lauderdale
Haywood
Madison
Henderson
Decatur
Perry
Hickman
Maury
Marshall
Bedford
Cannon
Warren
Van Buren
Bledsoe
Rhea
Loudon
Blount
Monroe
Tipton
Shelby
Fayette
Hardeman
McNairy
Hardin
Wayne
Lawrence
Giles
Lincoln
Moore
Coffee
Grundy
Franklin
Marion
Sequatchie
Hamilton
McMinn
Bradley
Polk
Below 10
Between 10 and 30
Above 30
● Urban Counties

FIGURE 1. Juvenile Delinquency Rates Per 1,000 Inhabitants Under Age 18, in Rural and Urban Tennessee Counties.

Adapted from: Tennessee Law Enforcement Planning Commission, The Comprehensive Plan for the Improvement of Law Enforcement in the State of Tennessee (Nashville, Tennessee: Tennessee Law Enforcement Planning Commission), 1975, pp. 6-9; **and Tennessee Department of Correction, Juvenile Probation Division, "Annual Report from State Agencies on Children's Cases Disposed of by Juvenile Courts," 1974.**

In Tennessee, the five counties experiencing the highest juvenile delinquency rates were all classified as urban. Bradley County had the highest juvenile delinquency rate (56.4) followed by Davidson County (55.5), Blount County (49.2), Shelby County (45.8), and Anderson County (45.3). Knox and Hamilton counties, two of the state's four major metropolitan areas, were among the 33 urban counties with medium juvenile delinquency rates (between 10 and 30 per 1,000 under age 18 inhabitants). The urban county showing the lowest juvenile delinquency rate was Putnam County (2.9).

Only two rural counties experienced juvenile delinquency rates above 30 per 1,000 during 1974. Moore County reported the highest rate among rural counties (34.9), followed by Claiborne County with a rate of 32.2. Grainger and Jackson counties had the lowest rates of both rural and urban counties with rates of 1.5 and .5, respectively. A detailed listing of the juvenile delinquency rates for each of the 95 Tennessee counties is presented in Tables XXVI and XXVII of Appendix B.

Overall, juvenile delinquency rates in rural and urban counties of Tennessee were higher than the rates experienced by rural and urban areas nation-wide.[11] In 1974 urban counties in Tennessee showed rates of 10,6 compared with 8.5 for all U. S. urban areas. Rural Tennessee counties experienced a juvenile delinquency rate nearly double that of rural areas nationally (3.7 compared with 2.1).[12]

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[11] It should be noted that the Tennessee-U. S. comparison concerning rural and urban juvenile delinquency rates is not a true comparison. This results from the methods used to define rural and urban areas. For Tennessee, this author used a method classifying a county as rural or urban. The FBI classified areas as either city, suburban, or rural. This method may divide a single county into different categories (definitions included in Table IV's notes)

Summary

The highlights of the information presented in this chapter concerning crime in general and juvenile delinquency in particular are as follows:

1. Many persons under 18 years of age have engaged in criminal activity, or at least have done some illegal act. In 1974, juveniles were responsible for 27.2 percent of all arrests made. Juveniles also constituted at least 30 percent of arrests made in 12 of the 30 offenses by the FBI.[13]
2. In 1974, cities had the greatest number of arrests involving persons under 18. However, suburban and rural areas experienced greater increases in the number of arrests for those under 18 from 1969 through 1974.
3. Increases in the number of Crime Index offenses in Tennessee were greater than the increases reported nation-wide from 1969 through 1974.
4. The average urban county in Tennessee reported higher rates of juvenile delinquency than did the average county classified as rural.

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[12] National population estimates for the under 18 age group were not readily available for this type of comparison. These rates are based on total population figures.

[13] U. S. Department of Justice, Federal Bureau of Investigation, Uniform Crime Reports for the United States (Washington, D. C.: Government Printing Office), 1974, p. 186.

5. Rural and urban Tennessee counties experienced higher juvenile delinquency rates than did rural and urban areas nation-wide.

CHAPTER III

SURVEY OF OFFICIALS AND PROFESSIONALS WORKING WITH JUVENILE PROBLEMS IN EAST TENNESSEE

As indicated earlier, the second major facet of this study involved a survey of key officials and professional workers dealing with juvenile problems in the East Tennessee Development District.

The Area Under Study

The District is comprised of 16 counties surrounding and including Knox County (see map in Figure 2). The District covers approximately 6,700 square miles and has a total population of over 700,000.[1] Within the District, individual county populations in 1970 ranged from just over 9,000 in Union County to more than 276,000 in Knox County.[2]

The 1970 population figures for both the 16 East Tennessee Development District counties and the major urban areas within these counties are as follows:[3]

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[1] Knox County Juvenile Court, East Tennessee Youth Center: A Regional Diagnostic and Treatment Center for Youthful Offenders (Knoxville, Tennessee: Knox County Juvenile Court), November, 1972, n.p.

[2] East Tennessee Development District, Socio-Economic Summary Report (Knoxville, Tennessee): East Tennessee Development District),

[3] U.S. Department of Commerce, Bureau of the Census, Estimates of the Population of Tennessee Counties and Metropolitan Areas (Washington, D.C.: Government Printing Office), August, 1975, pp. 3-4; Tennessee State Planning Office, State Planning Division, Certified Population of Tennessee Incorporated Municipalities (Nashville, Tennessee: State Planning Office), 1973, n.p.

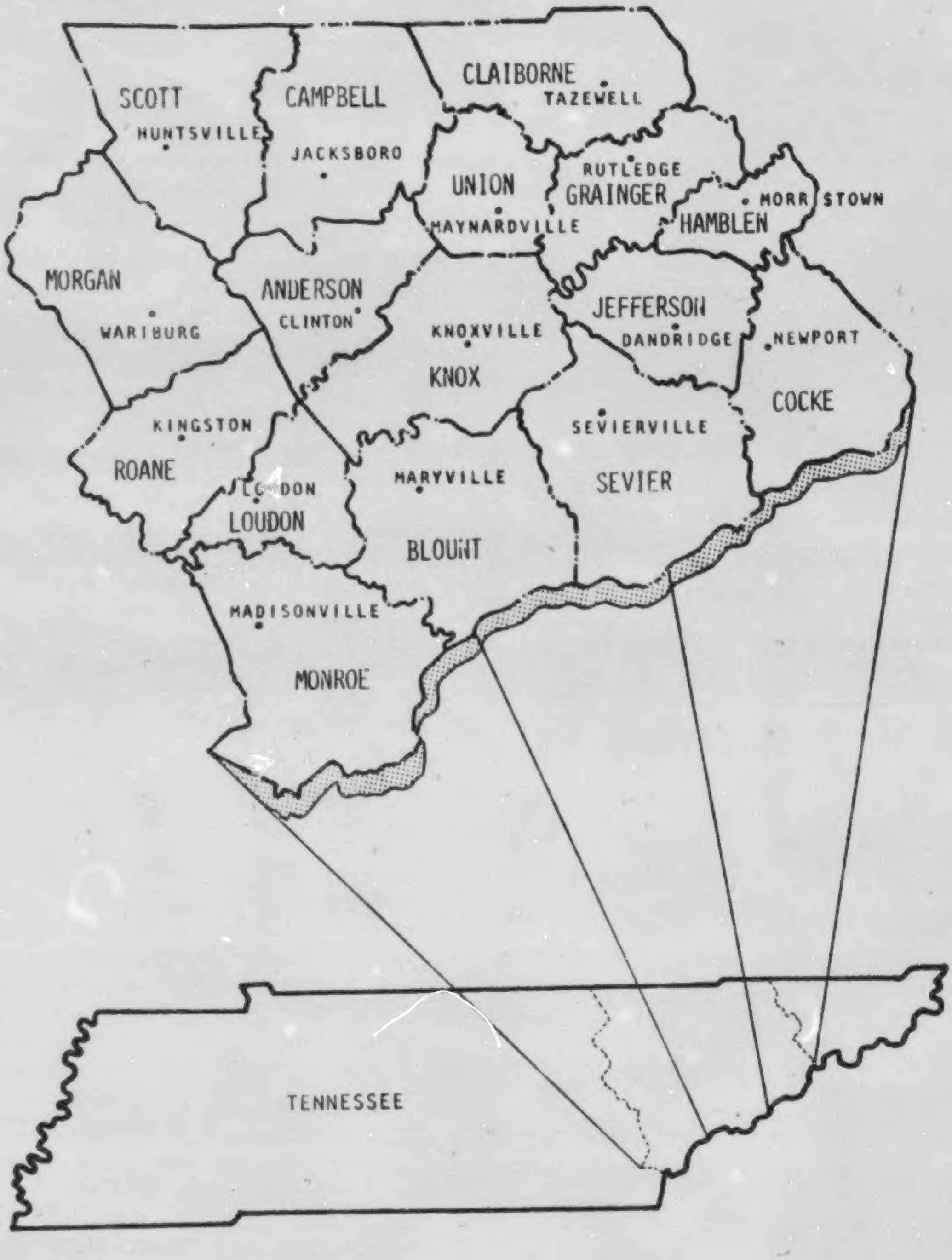
SCOTT
HUNTSVILLE
CAMPBELL
JACKSBORO
CLAIBORNE
TAZEWELL
UNION
MAYNARDVILLE
RUTLEDGE
GRAINGER
MORRISTOWN
HAMBLEN
MORGAN
WARTBURG
ANDERSON
CLINTON
KNOXVILLE
KNOX
JEFFERSON
DANDRIDGE
NEWPORT
COCKE
KINGSTON
ROANE
SEVIERVILLE
SEVIER
LOUDON
LOUDON
MARYVILLE
BLOUNT
MADISONVILLE
MONROE
TENNESSEE

Figure 2. East Tennessee Development District Counties.

County	Population	Largest Center(s)	Population
Anderson	60,300	Oak Ridge	28,319
		Clinton	4,794
Blount	63,744	Maryville	13,808
		Alcoa	7,739
Campbell	26,045	Jellico	2,235
		LaFollette	6,902
Claiborne	19,420	Tazewell	1,860
		New Tazewell	1,192
Cocke	25,283	Newport	7,328
Grainger	13,948	Rutledge	863
Hamblen	38,696	Morristown	20,318
Jefferson	24,940	Jefferson City	5,124
Knox	276,293	Knoxville	174,587
Loudon	24,266	Loudon	3,728
		Lenoir City	5,324
Monroe	23,475	Sweetwater	4,340
		Madisonville	2,614
Morgan	13,619	Oliver Springs	3,405
Roane	38,881	Harriman	8,734
		Rockwood	5,259
Scott	14,762	Oneida	2,602
Sevier	28,241	Sevierville	2,661
		Gatlinburg	2,329
Union	9,072	Luttrell	819
		Maynardville	702

In 1970, some 53 percent of the District's population lived in areas classified as rural, while the remaining 47 percent of the population lived in urban areas. Approximately 57 percent of the District's population lived within the Knoxville Standard Metropolitan Statistical Area, which includes Anderson, Blount, and Knox County.[4] The major urban center in the District is Knoxville with Maryville, Morristown, and Oak Ridge as secondary centers.

In looking at other aspects of the region, the District contains counties both with and without a great deal of industrial development. Major industries include the service related (such as the Tennessee

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[4] Knox County Juvenile Court, East Tennessee Youth Center: A Regional Diagnostic and Treatment Center for Youthful Offenders (Knoxville, Tennessee: Knox County Juvenile Court), November, 1972, n.p.

Valley Authority, University of Tennessee, and the Oak Ridge National Laboratory) along with numerous and varied types of manufacturing and processing firms. Residents of counties with a lesser degree of industrialization depend upon the agricultural sector and small-scale manufacturing firms for employment and income. Within the agricultural sector, some of the major income producing enterprises are tobacco, livestock, and dairy production. In some less populated counties, mining (coal, zinc, etc.) and forest products also provide income to county residents. In the smaller counties persons who work in industry may have to commute to neighboring counties in order to find work. While overall unemployment is not high, pockets of high unemployment do exist within the region.

The District, being located in a mountainous section of the state and within the Tennessee Valley, offers residents and visitors alike an abundant selection of outdoor recreational areas. Some major attractions are: the Great Smoky Mountain National Park; Cherokee National Forest; Cove Lake, Douglas and Norris Dam state parks; and a number of other water related recreational areas.

On the question of juvenile delinquency problems in the East Tennessee Development District, 6,352 juvenile cases were disposed of by juvenile courts in the District during 1974. The overall mean juvenile delinquency rate for the District was 27.4 per 1,000 inhabitants under

18 years of age. Juvenile delinquency rates for rural and urban counties in the District were as follows in 1974:[5]

	Rural	Urban
Number of counties	7	9
Mean juvenile delinquency rates	17.6	29.5
Number of counties with rates below 10 per 1,000	3	1
Percent of total	(43)	(11)
Number of counties with rates of between 10 and 30	3	6
Percent of total	(43)	(67)
Number of counties with rates above 30	1	2
Percent of total	(14)	(22)
Range in delinquency rates	32.2-1.5	49.2-7.9

The mean juvenile delinquency rate for urban counties was much higher than that of rural counties in the District. The three counties experiencing the highest rates were: Blount County with a rate of 49.2 (urban), Anderson with 45.3 (urban), and Claiborne County with a rate of 32.2 (rural). Three rural counties experienced juvenile delinquency rates below 10 per 1,000 persons under 18, with Grainger County (1.5) showing the lowest. The urban county experiencing the lowest juvenile delinquency rate was Jefferson County with a rate of 7.9.

When comparing the data associated with the District with the Tennessee figures (as presented in Chapter II, page 25), three major points are evident:

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[5] This division follows the same criterion used in Chapter II for all Tennessee counties--that is, counties with no town or city of more than 5,000 people were considered to be "rural" and the others are considered to be "urban." Rural counties included: Claiborne, Grainger, Monroe, Morgan, Sevier, Scott, and Union. Urban counties included: Anderson, Blount, Campbell, Cocke, Hamblen, Jefferson, Loudon, Roane, and Knox.

1. Delinquency rates in the District are much the same as those of Tennessee in general.
2. In the state as in the District, rural rates are notably lower than urban rates.
3. The District does not seem to be unrepresentative of the state patterns as a whole.

While many small counties are unable to provide an overall package of programs for youth, many resources are available in the District. Some of the major youth programs and services available are: a regional diagnostic and treatment center, state probation services, mental health centers, special drug and alcohol programs, and a number of groups homes. Most of these are located in Knoxville or in other major population centers in the District.

The Survey Process

The basic intent of the survey was to learn more about 1) the juvenile delinquency problems in nonmetropolitan counties; 2) how these problems are now being handled; and 3) feasible ways to reduce and deal with such problems through preventive and rehabilitational programs. In order to obtain information concerning the above-mentioned areas, interviews were conducted with 51 persons in 15 of the 16 counties comprising the East Tennessee Development District.[6]

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[6] Knox County was excluded from the survey because of the role Knoxville plays as the District's metropolitan center. However, some of the professional workers interviewed were based at regional offices in Knoxville.

Persons with whom interviews were conducted were purposely selected for this study. A complete listing of the number of persons interviewed along with their positions is as follows:

	Number Interviewed
Judges:	
Juvenile	1
County	6
Sessions	1
County chairman	1
Subtotal	9
Persons within law enforcement agencies:	
Sheriff	2
Deputy	1
City policeman	1
Juvenile officer	6
Subtotal	10
Counselors:	
County juvenile	9
Drug	1
Mental health, working in only one county	1
Mental health, working in more than one county	1
County human services	6
State juvenile, working only one county	3
State juvenile, working more than one county	6
Child and family services, working more than one county	1
Subtotal	28
School personnel:	
Truant officer	1
Superintendent	3
Subtotal	4
TOTAL	51

Of the 51 interviews conducted, 44 were persons who worked within a single county area. These included judges, sheriffs, juvenile officers, and other knowledgeables concerned with juvenile problems. The remaining seven interviews were conducted with persons having multicounty responsibilities, such as state probation officers and mental health workers.

The interviews were conducted informally using a survey schedule. The schedule was used so as to provide flexibility in the interviews. The rationale behind this was to build on the thought patterns of those interviewed and to bring them out in the areas about which they had the most insight or strongest feelings. The survey schedule is described in more detail in Appendix C.[7]

The survey schedule was divided into two major sections. The first section dealt with general topics concerning the kinds, causes, and trends in youth offenses; existing methods and facilities related to the handling of delinquency problems; and attitudes corresponding to the felt needs and possible approaches to the problem in future years.

The latter section of the questionnaire consisted of a listing of nine specific programs or services that could be utilized in working with juvenile problems, either on a preventive or rehabilitational level.[8] In order to obtain information concerning the attitudes of the respondents toward each of the nine programs, respondents were asked to give their opinions concerning the advantages and disadvantages of each program.

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[7] As can be seen in the survey schedule, an attempt was made to obtain cost estimates associated with each of the programs discussed. However, the respondents were unable to provide the needed information.

[8] The programs and/or services discussed were: group homes, foster homes, probation and parole services, professional counseling services, continued training programs for persons working with juvenile problems, volunteer programs, special classes for children with mental and/or physical handicaps or with learning disabilities, detention and treatment centers, and recreation facilities.

The respondents were asked also to discuss any obstacles that would face each of the programs along with the geographical location of each program preferred by the respondents.

For purposes of analysis, respondents were grouped in two different ways:

1. By location of responsibilities.
    a. Persons working in "rural" counties without an urban center of more than 5,000 population. These counties will be referred to as "small counties" in this chapter (18 respondents in seven counties).[9]
    b. Persons working counties with an urban center larger than 5,000 population. These counties will be referred to as "large counties" in this chapter (26 respondents in eight counties).[10]
    c. Persons with multicounty responsibilities (seven respondents).
2. By type of responsibilities.
    a. Judges (county, juvenile, circuit, sessions, county chairman).
    b. Law enforcement personnel (sheriffs, deputy, city policemen, juvenile officers).

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[9] Counties included in this category were: Claiborne, Grainger, Monroe, Morgan, Sevier, Scott, and Union.

[10] Counties included in this group were: Anderson, Blount, Campbell, Cocke, Hamblen, Jefferson, Loudon, and Roane.

c. Human services personnel (mental health workers, welfare workers, child and family counselors).

d. Juvenile counselors (state juvenile probation counselors, county juvenile counselors).

Both of the above methods are utilized in the presentation and discussion of the survey results in the remainder of this chapter.

Responses to General Questions

Respondents' Concepts of Juvenile Delinquency

The first question directed to the 51 respondents concerned their personal definition of a "juvenile delinquent." The rationale behind a question of this nature was 1) to ascertain each respondent's concept of what a juvenile delinquent is, 2) to obtain information concerning whether or not the respondents viewed persons committing status offenses as juvenile delinquents, and 3) to ascertain whether respondents' concepts of delinquency tended to vary according to their professional roles and/or their rural-urban location.

The majority of judges (67 percent) and juvenile counselors (67 percent) concurred with a definition of juvenile delinquents as follows: a person under 18 years of age committing an offense that would be considered a felony if he or she were an adult. Respondents who selected this definition did not consider persons committing status offenses as being juvenile delinquents. However, 60 percent of the law enforcement personnel and 40 percent of the human services workers interviewed did consider status offenders in their definitions of juvenile delinquents.

There were also differences in the definitions given by respondents from different working areas. Respondents working within a single county, either small or large, were almost evenly divided on the subject of status offenses and juvenile delinquency. Forty-four percent did include status offender in their definition of juvenile delinquents, while 39 percent did not. Of the respondents working multicounty areas, 57 percent did not consider persons committing status offenses as being juvenile delinquents.

Types and Ages of Delinquency Problems

Questions pertaining to the trends in juvenile delinquent behavior, both overall and in specific offenses, are presented in Table VII. Also included in this table are questions concerning the trend in juvenile problems by age groups, and the most troublesome age group at the time of the survey.

In responding to the question of whether juvenile delinquency is increasing in the county or area in which they work, 72 percent of the respondents working in a small county, and 77 percent of those working in large counties, felt that juvenile delinquency was on the increase. However, while most persons working a multicounty area believed that juvenile delinquency was increasing, only 43 percent felt that it was increasing faster than the population.

In the seven small counties, the most frequently committed offenses were: 1) narcotic drug laws, 2) grand larceny, 3) petty theft, and 4) burglary. Of those respondents from the eight large counties, the most frequently committed offenses were seen to be burglary and petty theft, followed by narcotic drug laws and vandalism. Multicounty respondents stated that burglary was the major problem, followed by petty theft, status offenses, grand larceny, and runaways. The majority

41

TABLE VII

TRENDS IN JUVENILE DELINQUENT BEHAVIOR, RESPONSES OF 51 PROFESSIONALS IN 15 EAST TENNESSEE COUNTIES, 1975

	Respondents' Work Area							
	Small County		Large County		Multi-county		All Respondent	
Questions	Number	Per-cent	Number	Per-cent	Number	Per-cent	Number	Per ce
Is juvenile delinquency (overall in county) increasing, decreasing or remaining constant in this county or area?								
Number responding	(18)		(26)		(7)		(51)	
Increasing	13	72	20	77	3	43	36	7
Decreasing	3	17	0	0	1	14	4	
Constant or proportional to population changes	2	11	6	23	3	43	11	2
Total[a]	18		26		7		51	
What (if any) are the trends in the types of offenses being committed in this county or area?								
Number responding	(18)		(25)		(7)		(50)	
See no trend	7	39	6	24	1	14	14	2
Do see a trend	11	61	19	76	6	86	36	7
Total[a]	18		25		7		50	
Trend indicated								
More serious offenses	6		17		4		27	
Less serious	0		0		0		0	
More drug and drug related	5		2		2		9	

42

TABLE VII (continued)

	Respondents' Work Area							
	Small County		Large County		Multi-county		All Responden	
Questions	Number	Percent	Number	Percent	Number	Percent	Number	Pe ce
What are the most frequent offenses now being committed in this county or area?[b]								
Number responding	(15)		(19)		(4)		(38)	
Shoplifting	1	4	2	5	0	0	3	
Petty theft	4	16	12	30	2	25	18	2
Drugs	7	28	6	15	0	0	13	1
Breaking and entering	4	16	12	30	3	37	19	2
Armed robbery	1	4	1	2	0	0	2	
Status	5	20	2	5	1	12	8	1
Grand larceny	1	4	2	5	1	12	4	
Property damage	0	0	3	7	0	0	3	
Runaways	2	8	0	0	1	12	3	
Total[a]	25		40		8		73	
Is there a trend in the age groups committing these offenses?								
Number responding	(16)		(22)		(7)		(45)	
Younger	14	87	19	86	6	86	39	8
Older	0	0	0	0	0	0	0	
No trend	2	12	3	14	1	14	6	1
Total[a]	16		22		7		45	

TABLE VII (continued)

	Respondents' Work Area							
	Small County		Large County		Multi-county		All Respondent	
Questions	Number	Per-cent	Number	Per-cent	Number	Per-cent	Number	Per ce
At the present time, what age group presents the most problems?								
Number responding	(17)		(25)		(7)		(49)	
Lower "problem" age mentioned								
10 through 11	2	12	1	4	0	0	3	6
12 through 13	2	12	6	24	3	43	11	2
14 through 15	13	76	18	72	4	57	35	7
Total[a]	17		25		7		49	
Upper "problem" age mentioned								
14	1	6	0	0	0	0	1	2
15 through 16	5	29	10	40	3	43	18	3
17 to 18	11	65	15	60	4	57	30	6
Total[a]	17		25		7		49	

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[a] Total percents do not all equal 100 because of rounding.

[b] Respondents were allowed to give multiple responses.

of respondents stated that there was a definite trend toward more serious offenses in general, and more drug and drug related offenses in particular.

At the time of the survey, persons 14 to 18 years of age were seen by the respondents as the age group presenting the most problems in small counties. In large counties, age 14 was also seen as the period when delinquent behavior often becomes evident. However, the respondents from those counties were somewhat divided as to the age when the frequency (number of individuals) of delinquency declines. Forty percent of the respondents felt that age 16 was the age when delinquent behavior lessens and 60 percent believed that 18 was that age. The 12 through 16 age group was felt by 43 percent of multicounty respondents to be the group presenting the most problems, while 57 percent saw ages 14 to 18 as the problem group.

There was substantial agreement among the respondents concerning the trend in age group involvement. Of the 45 persons responding to the question, 87 percent felt that the trend was for younger persons to become involved in delinquent behavior.

Causes of Delinquency

The next question asked concerned the major causes of delinquent behavior (see Table VIII). In discussing the major causes of delinquent behavior, more than two-thirds of those respondents working within a single county stated that an unfavorable home environment was the major cause of delinquency. Multicounty personnel also viewed the home environment as the major cause of delinquent behavior, but not by such an overwhelming majority. The second most frequently given cause of

TABLE VIII

MAJOR CAUSES OF JUVENILE DELINQUENCY, RESPONSES OF 51 PROFESSIONALS IN 15 EAST TENNESSEE COUNTIES, 1975

	Respondents' Work Area							
	Small County		Large County		Multi-county		All Respondent	
Question	Number	Per-cent	Number	Per-cent	Number	Per-cent	Number	Per cen
In your opinion, what are the major causes of juvenile delinquency in this county (or area)?[b]								
Number responding	(18)		(25)		(7)		(50)	
General home environment includes: broken homes, lack of discipline, control and supervision, low income levels, etc.	32	73	47	68	9	53	88	68
Environment outside of the home								
Lack of community involvement	0	0	1	1	2	12	3	
Lack of recreation facilities	5	11	4	6	2	12	11	
Lack of jobs	1	2	2	3	1	6	4	
Socially deprived in the rural areas	1	2	1	1	0	0	2	
Today's lax social values	0	0	3	4	1	6	4	
The courts								
Lenient courts	1	2	2	3	1	6	4	
Impersonal courts	0	0	1	1	0	0	1	
The school								
Child's inability to perform	1	2	1	1	0	0	2	
Legal restraints placed upon the school and its staff	0	0	1	1	0	0	1	

TABLE VIII (continued)

Question	Respondents' Work Area							
	Small County		Large County		Multi-county		All Responden	
	Number	Per-cent	Number	Per-cent	Number	Per-cent	Number	Pe ce
Other mentioned								
Drugs	3	7	2	3	0	0	5	
Peer group pressure	0	0	1	1	1	6	2	
Influence of television	0	0	2	3	0	0	2	
Child's inability to deal with authority	0	0	1	1	0	0	1	
Total[a]	44		69		17		130	

[a] Total percents do not all equal 100 because of rounding.

[b] Respondents were allowed to give multiple responses.

delinquent behavior, as seen by the respondents within each of the three categories, was the lack of recreation facilities. Other major causes seen were drugs, today's "lax social values," and the lack of community involvement.

When the respondents were grouped by their professional roles, the home environment was considered by all groups as the major cause of delinquency. However, there were some differences of opinion as to the other major causes. Lax social vlaues was the second most frequently given cause by judges, while law enforcement personnel felt that lenient courts were a major cause. Both juvenile counselors and human services workers felt that the lack of recreation facilities was the second major cause of delinquency. It should be noted that, even though an unfavorable home environment was identified by the majority of respondents as the major cause of delinquent behavior, it was apparent that many would agree that delinquent behavior is not the result of only one factor but of a number of causal factor.

Perceived Rural-Urban Differences

In analyzing the juvenile delinquency problems experienced by rural areas, it is important to note the differences existing between rural and urban areas. Responses to questions concerning the differences in the types of offenses and also in the major causes of delinquent behavior between the two areas are presented in Table IX.

More than 70 percent of those respondents working within a single county saw no major differences in the types of offenses committed by juveniles between rural and urban areas. However, four of the seven respondents working a multicounty area did see some major differences.

TABLE IX

RURAL-URBAN DIFFERENCES, RESPONSES OF 51 PROFESSIONALS IN 15 EAST TENNESSEE COUNTIES, 1975

	Respondents' Work Area							
	Small County		Large County		Multi-county		All Respondent	
Questions	Number	Per-cent	Number	Per-cent	Number	Per-cent	Number	Pe ce
Do you see any major differences in the types of offenses committed by juvenile delinquents in rural vs. urban areas?								
Number responding	(18)		(26)		(7)		(51)	
Did not see major differences	13	72	20	77	3	43	36	7
Did see major differences	5	28	6	23	4	57	15	2
Total	18		26		7		51	
Major differences seen[a]								
More status (rural)	0		1		0		1	
More serious crimes (urban)	3		3		3		9	
More person crimes (urban)	2		3		1		6	
More gang activity (urban)	1		2		3		6	
More drug and drug related (urban)	3		1		0		4	
Do you see any major differences in the causes of juvenile delinquency between rural vs. the urban areas?								
Number responding	(18)		(26)		(7)		(51)	
Did not see major differences	15	83	21	81	5	71	41	80
Did see major differences	3	17	5	19	2	29	10	20
Total	18		26		7		51	

TABLE IX (continued)

	Respondents' Work Area							
	Small County		Large County		Multi-county		All Responden	
Questions	Number	Per-cent	Number	Per-cent	Number	Per-cent	Number	Pe ce
Major differences seen[a]								
More pressure and strain (urban)	0		1		0		1	
More density problems (urban)	3		3		0		6	
Lack of recreation facilities (rural)	0		1		0		1	
More drug problems (urban)	0		0		1		1	
Family isolation (urban)	0		0		1		1	

[a] Respondents were allowed to give multiple responses.

The majority of judges, law enforcement personnel and human services workers saw no major differences. Only the juvenile counselor group saw major rural-urban differences in the types of offenses committed by juveniles.

On the question of whether the respondents believed that there were differences in the major causes of delinquent behavior, more than 70 percent of the respondents in each of the three locational categories stated that they saw no major differences. Within the other major respondent classification, only the human services workers were somewhat divided on this question. Only 60 percent of the respondents in this group stated that they saw no major differences while 40 percent believed there were major differences in the causes of delinquency between rural and urban areas. Of those seeing major differences, population density problems and family isolation in urban areas along with the lack of recreation facilities in rural areas were the most frequently mentioned.

Handling of Juvenile Cases

The methods utilized in the disposition of juvenile cases was the next area covered by the questionnaire. Because of the nature of the question, only judges were asked this question. The judges' responses by location of work area are presented in Table X.

The major points brought out in Table X are:

** Nine methods used in the disposition of juvenile cases were identified by the judges who responded.

** The methods most frequently mentioned were: 1) county or state probation, 2) sending child to the Tennessee Preparatory School, 3) sending child to state correctional institutions, 4) using local jail detention, and 5) reprimands.

TABLE X

DISPOSITION OF JUVENILE CASES, RESPONSES OF NINE JUDGES IN EAST TENNESSEE COUNTIES, 1975

	Judges' Work Area					
	Small County		Large County		All Judges	
Question	Number	Percent	Number	Percent	Number	Percent
Presently, how do you handle juvenile cases (for judges only)?[b]						
Number responding	(5)		(4)		(9)	
Warning	1	5	0	0	1	2
Civic work	0	0	1	6	1	2
County or state probation	5	23	4	22	9	23
Tennessee Preparatory School	4	18	4	22	8	20
Other state institutions	5	23	4	22	9	23
Own jail detention	3	14	2	11	5	13
Reprimand	3	14	2	11	5	13
Foster care	0	0	1	6	1	2
Dismiss case	1	5	0	0	1	2
Total[a]	22		18		40	

[a] Total percents do not all equal 100 because of rounding.

[b] Respondents were allowed to give multiple responses.

** Judges from large counties did not mention either warnings or dismissing of case as a method used, while judges from small counties did not list civic work or foster homes.

One overall impression gained from the interviews was that most judges tried to use all local resources at their disposal to deal with and help juvenile offenders. They seemed very reluctant to send juveniles to state correctional institutions if it could be avoided.[11]

Local Juvenile Services and Facilities

"How would you rate your county in respect to the opportunities, services, and facilities that are provided for youth?" This question, consisting of four major subsections, was asked of persons who worked within a single-county area. The responses to the question as it related to 1) job opportunities, 2) educational facilities, 3) professional counseling services, and 4) recreation facilities are presented in Table XI.

Within each of the four major areas, the majority of respondents from small counties rated the services provided as only fair. The

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[11] According to available data from the Tennessee Department of Corrections concerning the number of cases disposed of and the number of youths institutionalized in 1974, judges in the rural counties of the District institutionalized 36 juveniles per 1,000 cases handled. Judges in urban counties included in the survey institutionalized 34 cases per 1,000. When comparing the District counties to the state-wide figures, both rural and urban counties in the District had institutionalization rates below rural and urban counties state-wide (urban in District 34, urban counties state-wide 45 per 1,000--rural in District 36 per 1,000 as compared with 90 per 1,000 in rural counties state-wide).

In general, the rates on institutionalization in rural counties across the state were much higher than those in urban counties. However, urban and rural rates within the East Tennessee District are very similar. see Tables XXVIII and XXIX in Appendix B for a detailed listing of the institutionalization rates in each of the 95 Tennessee counties.

TABLE XI

PERCEIVED LEVELS OF COUNTY SERVICES, RESPONSES OF 44 PROFESSIONALS IN 15 EAST TENNESSEE COUNTIES, 1975

	Respondents' Work Area				All County Level Workers	
	Small County		Large County			
Questions	Number	Percent	Number	Percent	Number	Percent
How would you rate your county in its available professional counseling services?						
Number responding	(18)		(26)		(44)	
Very good	2	11	15	58	17	39
Good	2	11	5	19	7	16
Fair	11	61	5	19	16	36
Poor	3	17	1	4	4	9
Very poor	0	0	0	0	0	0
Total	18		26		44	
How would you rate your county's recreation facilities?						
Number responding	(18)		(26)		(44)	
Very good	0	0	14	54	14	32
Good	3	17	10	38	13	30
Fair	11	61	2	8	13	30
Poor	4	22	0	0	4	9
Very poor	0	0	0	0	0	0
Total[a]	18		26		44	
How would you rate your county's job opportunities for youth?						
Number responding	(18)		(26)		(44)	
Very good	0	0	10	38	10	23
Good	3	17	9	35	12	27
Fair	9	50	5	19	14	32
Poor	6	33	2	8	8	18
Very poor	0	0	0	0	0	0
Total	18		26		44	

TABLE XI (continued)

Questions	Respondents' Work Area Small County Number	 Percent	 Large County Number	 Percent	All County Level Workers Number	 Percent
How would you rate your county's educational and vocational training facilities?						
Number responding	(18)		(26)		(44)	
Very good	0	0	9	35	9	20
Good	2	11	8	31	10	23
Fair	11	61	6	23	17	39
Poor	5	28	0	0	5	11
Very poor	0	0	3	11	3	7
Total	18		26		44	

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[a] Total percents do not all equal 100 because of rounding.

majority of respondents from large counties rated the professional counseling services and recreation facilities provided as being very good. In the areas of job opportunities and educational and vocational training facilities, respondents were somewhat divided as to whether services were "good" or "very good."

The small counties within the region are hampered in their efforts to provide adequate services in that they do not have the money needed to establish or expand services to the community. This lack of revenue is a result of a mixture of factors including: 1) lack of industrial development and other sources of income growth, 2) scarcity of highly trained professionals who are willing to work and live in a small rural county, and 3) insufficient tax base by which to fund needed programs and services.

Feelings About Amount of Local Attention to Juvenile Problems

Respondents were asked how they felt about the adequacy of time and money devoted to juvenile problems, as well as to specific services at the county level (see Table XII).

More than two-thirds of the respondents in every locational group felt that not enough time and money was being devoted to juvenile problems. Within the professional work group, only judges felt that enough time and money was being devoted to the problem. More than 80 percent of the respondents within the remaining work types saw the need for more money and time spent on services and programs. The areas most frequently mentioned as needing more consideration were: 1) professional counseling services, 2) more juvenile probation counselors (both county and state), 3) detention facilities, and 4) improvement or creation of recreation facilities.

TABLE XII

LEVELS OF TIME AND MONEY DEVOTED TO JUVENILE PROBLEMS, RESPONSES OF 51 PROFESSIONALS IN 15 EAST TENNESSEE COUNTIES, 1975

	Respondents' Work Area							
	Small County		Large County		Multi-county		All Responden	
Questions	Number	Per-cent	Number	Per-cent	Number	Per-cent	Number	Pe ce
In your opinion, is the amount of time and money being devoted in this county to juvenile delinquency problems too little, too much, or about right?								
Number responding	(18)		(24)		(7)		(49)	
Too little	12	67	20	83	6	86	38	7
About right	6	33	4	17	1	14	11	2
Too much	0	0	0	0	0	0	0	
Total	18		24		7		49	
If you feel too little time and money is being devoted to juvenile delinquency problems, which services ought to be strengthened?[b]								
Number responding	(12)		(21)		(7)		(40)	
Professional counseling	5	26	12	29	1	6	18	2
Recreational facilities	6	32	4	9	1	6	11	1
Jobs	0	0	1	2	1	6	2	
Educational and training facilities	1	5	2	5	2	12	5	
Group homes	0	0	0	0	0	0	0	
Halfway houses	1	5	2	5	0	0	3	
County detention center	3	16	7	17	3	18	13	1

TABLE XII (continued)

Questions	Respondents' Work Area							
	Small County		Large County		Multi-county		All Responden	
	Number	Per-cent	Number	Per-cent	Number	Per-cent	Number	Pe ce
Juvenile counselors	1	5	8	19	7	41	16	2
Special officers	0	0	2	5	0	0	2	
Volunteer programs	0	0	2	5	1	6	3	
Foster homes	1	5	1	2	1	6	3	
Full-time juvenile judge	1	5	1	2	0	0	2	
Total[a]	19		42		17		78	

[a] Total percents do not all equal 100 because of rounding.

[b] Respondents were allowed to give multiple responses.

Attitudes Toward Specific Juvenile Services

The remainder of this chapter is concerned with the perceived advantages and disadvantages, desirable location, and obstacles to the improvement of nine preventive or rehabilitational programs. The programs about which respondents were asked were:

- Group homes
- Foster homes
- Probation and parole
- Professional counseling
- Continued training programs for persons working with juvenile problems
- Volunteer programs
- Special education programs
- Detention, diagnostic and treatment centers
- Recreation facilities

In general, all of the above programs are in operation within the District, but the size, quality and scope at present may fall considerably short of that needed to provide adequate service in at least some counties.

Advantages and Disadvantages

On the question concerned with the strengths and weaknesses of each of the nine programs, it is important to note that the focus in the survey was on potential advantages and disadvantages, and not on the existing present level. The responses to these questions are summarized in Table XIII.

The major points of interest disclosed by the question concerning advantages were:

54

TABLE XIII

PERCEIVED ADVANTAGES AND DISADVANTAGES OF NINE PREVENTIVE OR REHABILITATIONAL PROGRAMS, RESPONSES OF 51 PROFESSIONALS IN 15 EAST TENNESSEE COUNTIES, 1975

Programs	Perceived Advantages		Perceived Disadvantages	
Group homes[a]	Would get child out of an unfavorable home environment.	(52)[b]	None seen.	(68)[b]
	Would be an alternative to institutionalization.	(17)	Poor coordination.	(11)
	Provide a child with more individual attention.	(13)	May be too much like an institution.	(9)
Foster homes	Would enable a child to get out of an unfavorable home environment and be placed in a better one.	(53)	None seen.	(28)
	Provide for a family unit.	(33)	Foster parents may not be able to cope with child's problems.	(40)
	Provide child with more individual attention.	(10)	Child may resent the foster parents.	(11)
Expansion of probation and parole services	Provide for more individual attention and counseling.	(56)	None seen.	(74)
	Decrease the number of cases per counselor.	(36)	Money could be better used in other programs.	(12)
Expansion of professional counseling services	Would provide help to those who need it.	(72)	None seen.	(64)
	Would help both child and parents to improve the home environment and cope with other problems.	(16)	Staff may not be properly trained.	(22)
			Money could be better used in other programs.	(12)

TABLE XIII (continued)

Programs	Perceived Advantages		Perceived Disadvantages	
Continued training programs for persons working with juvenile problems	Provide for the learning of new methods and techniques.	(23)	None seen.	(94)
	Closer working communications.	(23)		
	Provide for better general understanding of work.	(41)		
	Exchange of ideas and experiences.	(14)		
Volunteer programs	Provide for more community involvement.	(30)	None seen.	(33)
	Enable juveniles to receive more individual attention.	(26)	Volunteers may not be able to handle problems.	(43)
			Volunteers may become a burden on the professional staff.	(14)
Special educational classes	Allow child to progress at his or her own speed.	(55)	None seen.	(79)
	Would help build a child's confidence.	(12)	The teacher and/or child may not be able to cope with problems that may arise.	(17)
	Enable teacher to spend more time with each child.	(12)		
	Less pressure and strain on child.	(12)		

TABLE XIII (continued)

Programs	Perceived Advantages		Perceived Disadvantages	
Detention and treatment centers	Provide for special methods of treatment and testing not available in county.	(46)	None seen.	(59
	Alternative to institutionalization.	(42)	Money could be better used in other programs.	(22
	Provide for local treatment.	(12)		
Recreation facilities	Would give child a place to go and something to do in leisure time.	(75)	None seen.	(85
	Provide child with a pressure release.	(9)	May not help to improve on existing problems.	(8

[a] Respondents were allowed to give multiple responses for each program listed.

[b] Percentages of respondents who pointed out this advantage or disadvantage.

** The majority of respondents working within a single county felt that the major advantage of group homes was the fact that the child would be able to leave a bad home environment and be placed in a better living setting. Multicounty personnel saw the group homes as being alternatives to institutionalization of the child.

** Concerning detention and treatment centers, respondents were somewhat divided on the question of the major advantage. Respondents working in small counties felt that the centers would provide needed special treatment, while multicounty respondents saw the centers as being an alternative to institutionalization. Respondents working within the large counties of the region were evenly divided on the subject.

** The most frequently given advantage to volunteer programs, by respondents working a single county area, was that the program would provide for more community involvement in delinquency problems. This was also the most frequent response of judges and law enforcement personnel. Multicounty respondents as well as juvenile counselors saw the volunteer's ability to provide one-to-one counseling as the major advantage. Human services workers were evenly divided as to the major advantage between the one-to-one attention that could be given and the ability to provide the child with a role model.

The major points of interest concerning perceived disadvantages of the programs were:

** The majority of respondents working within a single county saw no disadvantages to a group home program. However, while 38 percent of the multicounty respondents saw no disadvantages, another 38 percent felt that the program could experience a lack of coordination and organization.

** The most frequently given disadvantage to foster homes by both respondents working in the large counties and multicounty areas was that some foster parents may not be able to cope with the problems experienced by the child. Judges, law enforcement personnel, and juvenile counselors also saw this as the major disadvantage of the program. The responses from human services workers were evenly divided between seeing no major disadvantage and the inability of foster parents to cope with juvenile problems. The most frequently given response by persons working in a small county was no major disadvantages seen.

** Multicounty respondents were evenly divided on the subject of major disadvantages of professional counseling services with 43 percent seeing no major disadvantages and 43 percent feeling that the staff may not be properly trained.

** On volunteer programs, 44 percent of the judges responding (most frequent response) and 70 percent of persons working in a small county saw no major disadvantages to the program. However, the most frequently given response by law enforcement personnel, juvenile counselors, multicounty personnel, and respondents working in the large counties felt that volunteers may not be able to adjust and cope with the problems of the child they are working with. The lack of motivation, inability to cope, and the fact that volunteers may become a burden to the professional staff working with them were all seen by human services workers as being major disadvantages to the program.

** The majority of respondents working a single-county area saw no major disadvantages to a program to provide special classes to children with mental or physical handicaps, or with special learning disabilities. However, 43 percent of the multicounty respondents felt that teachers assigned to these classes and/or the students in the classes may not be able to cope with the new environment.

** In the area of detention and treatment centers 86 percent of the judges, 100 percent of the law enforcement personnel, and 41 percent (most frequent response) of the juvenile counselors responding saw no major disadvantages to the program. Human services workers were evenly divided (33 percent) between no major disadvantages, low quality level of staff, and the need for money in other areas as the major disadvantages of the centers.

Attitudes Toward Multicounty Cooperation

The next area of interest concerning the nine preventive and/or rehabilitational programs was the preferred service area of each. It is important to note that some programs may be less efficient or effective when handled on a county by county basis, but the pooling of services between counties can also have disadvantages (such as increased travel time, taking child out of the home or community environment, isolation from community). Because of this, it was important to ascertain from the respondents their personal opinion on the question of a program's service area. This is a very important aspect of the study in that the establishment or expansion of the programs would require the help and cooperation of these very persons. The responses to the question for each of the programs are presented in Table XIV.

In general, persons responding to this question gave very similar responses for most of the nine programs. However, some of the major differences of opinion concerning service area were:

** On the question of service area pertaining to a group home program, human services workers and juvenile counselors agreed that the program should serve an individual county. However, judges responding saw the need for joint services encompassing the entire District. Law enforcement personnel were evenly divided among an individual county approach, joint services for two or four counties, and joint services for the entire District.

** Respondents working in both small counties and multicounty areas along with human services workers and juvenile counselors felt that professional counseling services should be geared to provide services to individual counties. Judges responding were evenly divided between a single county service area and joint services for the entire District. Respondents working in the large counties within the District were also divided on the subject with 32 percent favoring a program providing joint

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TABLE XIV

PREFERRED SERVICE AREA FOR NINE PREVENTIVE OR REHABILITATIONAL PROGRAMS, RESPONSES OF 51 PROFESSIONALS IN 15 EAST TENNESSEE COUNTIES, 1975[a]

	Grouped by Work Location			Grouped by Professional Type			
Programs	Small Counties	Large Counties	Multicounty	Judges	Law Enforcement Personnel	Human Services Workers	Juvenile Counselors
Group homes	Ind. Co. (53%)	Ind. Co. (44%)	Ind. Co. (50%)	Dist. (50%)	Ind. Co. (33%) 2-4 (33%) Dist. (33%)	Ind. Co. (50%)	Ind. Co. (65%)
Foster homes	Ind. Co. (76%)	Ind. Co. (83%)	Ind. Co. (67%)	Ind. Co. (78%)	Ind. Co. (50%)	Ind. Co. (60%)	Ind. Co. (85%)
Probation and parole	Ind. Co. (89%)	Ind. Co. (76%)	Ind. Co. (100%)	Ind. Co. (88%)	Ind. Co. (75%)	Ind. Co. (88%)	Ind. Co. (94%)
Professional counseling services	Ind. Co. (75%)	Ind. Co. (32%) 2-4 (24%) Dist. (24%)	Ind. Co. (71%)	Ind. Co. (33%) Dist. (33%)	Dist. (44%)	Ind. Co. (78%)	Ind. Co. (53%)
Continued training program	Ind. Co. (39%) Dist. (33%)	Ind. Co. (42%) Dist. (38%)	Ind. Co. (50%)	2-4 (33%) Dist. (33%)	Ind. Co. (40%) Dist. (40%)	Ind. Co. (56%)	Ind. Co. (56%)
Volunteer program	Ind. Co. (60%)	Ind. Co. (86%)	Ind. Co. (100%)	Ind. Co. (75%)	Ind. Co. (60%)	Ind. Co. (100%)	Ind. Co. (93%)
Special classes	Ind. Co. (94%)	Ind. Co. (92%)	Ind. Co. (100%)	Ind. Co. (100%)	Ind. Co. (90%)	Ind. Co. (100%)	Ind. Co. (94%)
Dentention and treatment centers	Dist. (70%)	Dist. (57%)	Dist. (57%)	Dist. (57%)	Dist. (75%)	5-6 (33%) 7-8 (33%) Dist. (33%)	Dist. (67%)
Recreation facilities	Ind. Co. (100%)	Ind. Co. (100%)	Ind. Co. (100%)	Ind. Co. (100%)	Ind. Co. (100%)	Ind. Co. (100%)	Ind. Co. (100%)

[a] For each respondent subgroup and program, the modal preference and percent of that subgroup identifying that preference is shown. Two or more preferences are shown where there was no clearest preference. Abbreviations used refer to the following:

Ind. Co. = individual county level program

2-4 = 2-4 counties pooling resources

5-6 = 5-6 counties pooling resources

7-8 = 7-8 counties pooling resources

Dist. = all 16 counties--the East Tennessee Development District--pooling resources service of the entire Development District, 24 percent favoring a single-county service area, and 24 percent feeling that joint services for a two to four-county area would be best.

** There was also some disagreement as to the service area for a program to provide continuing training and education to those persons within the East Tennessee Development District. The majority of human services workers, juvenile counselors, and multicounty personnel felt that programs based in individual counties would provide the best service. Law enforcement personnel were evenly divided between a one-county and entire District service area, with respondents working in both large and small counties also very evenly divided between the two service areas. Judges responding to the question were also somewhat divided on the subject of the best service area, but either a two to four county or entire District plan were considered the best service areas.

** The majority of respondents in six of the seven respondent groups saw the need for detention and treatment centers with a service area encompassing the 16-county Development District. The only group showing a difference of opinion were the human services workers. This group was evenly divided in their opinions concerning the programs service area among joint service for a five to six-county area, seven to eight-county area, and a program providing joint services to the entire District.

Within the remaining five programs, respondents from each of the seven groups were in general agreement as to the preferred service area of each of the programs. In each of the five programs, respondents felt that the programs should be geared and organized to provide services on a county-by-county basis. However, although they felt this way, the respondents would be open to other alternatives if an individual county service area proved insufficient in providing the needed services.

Obstacles to Program Establishment or Improvement

The last question asked of the respondents concerned the obstacles they would see each of the nine programs facing. In general, respondents were able to identify at least one major obstacle facing the establishment or improvement of the programs. The responses given by those interviewed are presented in Table XV.

The major obstacle facing the establishment or improvement of juvenile probation and parole services, special education classes, detention and treatment centers, professional counseling services, and recreation facilities as seen by the various respondents was getting the funding needed for each program. Other programs where substantial agreement existed as to the obstacles facing them were: volunteer programs (getting and training quality volunteers) and continued training programs (getting persons to attend).

The majority of respondents within each of the three locational groups along with the majority of judges, law enforcement personnel, and human services workers felt that obtaining the needed funding would be the major obstacle facing the establishment or improvement of a group home program. However, 63 percent of the juvenile counselors responding to the question saw no major obstacles facing the program.

TABLE XV

OBSTACLES SEEN FACING THE ESTABLISHMENT OR EXPANSION OF NINE PREVENTIVE OR REHABILITATIONAL PROGRAM RESPONSES OF 51 PROFESSIONALS IN 15 EAST TENNESSEE COUNTIES, 1975

	Obstacles Facing Establishment of Programs			
Program	Saw None	Funding	Public Opinion	Others Mentioned
Group homes and/or halfway houses[a]	3[b]	57	15	21 getting quality staff 2 training staff personnel 3 coordination and organization
Foster homes	7	35	5	52 getting and keeping good foster parents 2 coordination and organization
Expanded probation and parole services	4	78	10	6 getting and training quality personnel 4 political interference
Expanded professional counseling services	8	60	20	11 getting and keeping quality staff 2 getting staff to live in outlying counties
Continued training programs	22	18	0	49 getting people to attend 11 coordination of program
Volunteer programs	6	14	2	8 coordination of program 54 getting good volunteers 10 training volunteers 4 keeping volunteers interest alive 2 control of volunteers may be hard

TABLE XV (continued)

Program	Obstacles Facing Establishment of Programs			
	Saw None	Funding	Public Opinion	Others Mentioned
Special class	7	55	11	26 getting quality teachers 1 getting children into the program
Detention and treatment centers	3	80	11	6 getting quality personnel
Recreation facilities	21	58	4	4 getting program started 11 proper staffing 4 getting kids to use it

[a] Respondents were allowed to give multiple responses for each of the programs listed.

[b] Percent of responses falling within each area. Total percents for each program do not add to 100 because of rounding.

The other program experiencing some difference of opinion was foster homes. The major obstacles seen facing this program is obtaining the necessary funds and in getting and keeping quality foster parents.

Summary

1. Most of the respondents believed that juvenile delinquency problems were increasing in their county or work area and that younger persons were becoming more involved in delinquent behavior.
2. The major cause of delinquency was seen to be unfavorable home environment.
3. The majority of respondents saw no major differences in the types of offenses committed by juveniles or in the major causes of delinquency between rural and urban areas.
4. Judges were very reluctant to institutionalize a child if other resources were open to him.
5. The majority of respondents felt that too little time and money were being devoted to juvenile problems. Some of the areas needing attention were: professional counseling, recreation facilities, detention centers, and juvenile probation and parole services.
6. In many cases, respondents thought that many of the nine programs discussed should provide services to individual counties. However, they were open to suggestions concerning pooling of services for larger service areas.

7. In general, the major obstacle facing many of the programs centered on the problem of obtaining the necessary funds needed to establish and/or expand the programs.

CHAPTER IV

PRELIMINARY COST ANALYSIS OF SELECTED JUVENILE SERVICES

The East Tennessee survey discussed in Chapter III suggests that officials and professional workers in rural counties see a need for improved juvenile services. But the small populations and limited tax base that many counties have raises the question as to whether it is feasible or efficient for each rural county to provide its own services. Certain kinds of facilities or specialized programs may be very costly unless serving sizeable juvenile populations. Even though there can be some disadvantages, cost considerations may make it desirable for rural counties to 1) pool efforts in providing such services, and/or 2) make certain adaptations to program design to suit those rural counties.

This chapter focuses on costs likely to be associated with improvements in four youth programs that were on the minds of many persons interviewed in the survey. These programs are: group homes, expanded parole and probation services, professional mental health counseling, and volunteer programs. Some alternative approaches for providing the services associated with each program were examined. However, it should be noted that many other forms of preventive and rehabilitation programs could be examined in similar light.

The cost estimates presented in this chapter are exploratory in nature and thus must not be considered as the "true" costs of providing these services. The main point in this presentation is not the cost figures themselves but 1) to call attention to the need to analyze alternative programs and their location in a cost-effectiveness framework, and 2) to demonstrate a systematic method for making these comparisons.

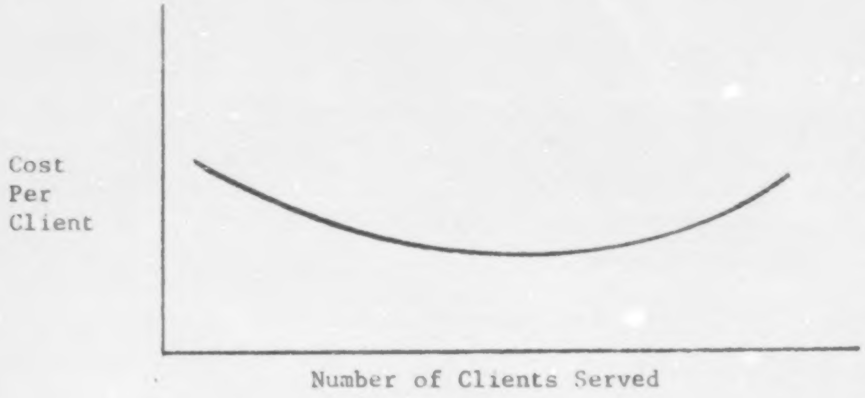
Underlying Concepts

Underlying this chapter are three basic concepts from economic decision-making that can usefully be applied to analysis of human service alternatives, including juvenile delinquency programs.

Size Economies

As is the case in farming, manufacturing, and other activities, it may often be true when providing human service programs that greater efficiency and cost savings result from combining offices or facilities into relatively few large units. Two possible ways to achieve size economies are 1) consolidation of services in any one place, and 2) geographical centralization of services.

An example of a human service program that might experience size economies from fewer larger units is a group home program. The per-client cost of operating a group home that serves only a few residents and is not utilized to capacity would be greater than another group home that would fully utilize the staff and facilities available.



In the above illustration, one of the major factors resulting in economies of size is the existence of fixed costs. No matter how few youths occupy the group home, it will still be necessary to provide a certain level of service. Expanding the area served may result in more youths coming into the home but may not require such things as staff expansion. Likewise, rent, travel costs and certain basic utilities may not change much, regardless of how few or many people are in the home. Therefore, up to a point at least, increasing the number of occupants in the home is likely to reduce the cost per client.

However, a group home could become so large that certain "diseconomies of size" start to enter the picture. For example, a single large home that serves widely scattered rural communities in several counties may necessitate more travel on the part of counselors and parents. If the service is consolidated to the point that it becomes a cluster of homes or a dormitory, a new administrative tier may have to be added to coordinate the whole operation. As depicted in the above graph, a size can be reached where per-client cost savings from expansion are more than offset by such diseconomies.[1]

Service Nodes

One of the major opportunities for size economies comes about by the location of services in areas often referred to as "service nodes." The term "service nodes" refers to metropolitan areas or cities within a given geographical region that are considered to be centers of population and economic growth. For the East Tennessee Development District the major service node is Knoxville. Morristown, Maryville, and Oak Ridge are middle-sized nodes servicing surrounding subregions within the District. By locating services in these service nodes, many opportunities exist for coordinating programs, attracting higher quality staff, providing clients with other specialized services, and more fully utilizing facilities. To what extent should juvenile services be centralized is a difficult question to answer. But if there is to be centralization, strong arguments can be made for clustering interrelated services in the same town or city, rather than scattering them in separate locations.

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[1] It should be mentioned that many costs associated with youth programs are variable, and more or less proportional to the number of persons served. In the group home case, this might be true for such items as food purchases and clothing expenditures.

Trade-Offs

While the centralization of youth services may enable an agency to lower costs, there may be trade-offs with other considerations. Some noncost considerations may further reinforce the benefits of centralization--for example, 1) closer communication with the professional peers, 2) easier access to specialized services, and 3) less danger of services becoming too emeshed in local politics and personality clashes. On the other hand, basing youth services in individual or small clusters of rural counties may have advantages such as, 1) better communication between the service workers and local community members, 2) less travel costs and more time for contacts between clients and youth service workers, 3) more flexibility to adjust certain program functions to meet local needs, and 4) closer identification of the local population with the service organization. Such trade-offs must be seriously weighed in the planning stage of any human service program.

Development of Cost Estimates

For developing the cost comparisons presented in the remainder of this chapter, an effort was made to locate detailed records for similar services actually in operation in Tennessee or elsewhere. However, such information was sparse. Some figures were available from either agency reports or published sources. But they often related to whole-agency operations rather than specific services, did not cover the alternatives in mind for this analysis, did not all reflect current price levels, and reflected varying degrees of program efficiency.

In order to by-pass the above difficulties, a "simulated budget" approach was used which blended together data and informed judgments from a number of sources. Estimates of (1976 level) costs likely to be associated with each alternative under the assumptions were made. Published research reports, agency records and budgets, and sources to develop estimates from experienced program workers and administrators in Knoxville and elsewhere were utilized.

Even so, there were many missing links. Estimates of such items as office rental rates, travel costs, and feasible caseloads varied from one source to another. Some persons contacted found it hard to think in terms of projected costs under assumed situations rather than historical accounts of actual operations. So it became necessary for the writer to use considerable personal judgment, based on his own experience and observation, in developing the estimates presented here.

Accordingly, these comparisons should be regarded as very preliminary in nature, subject to further refinement by persons who are closer to youth service operations. However, if nothing else, perhaps they will serve to highlight the kinds of fixed and variable inputs involved. Perhaps also they outline a possible approach for examining human service alternatives in an orderly, forward-looking manner.

The remainder of this chapter will be devoted to discussion of each program separately, using the following format:

1. Clarification of the service sought and alternatives to be examined.
2. Identification of the key inputs needed.
3. Estimation of costs associated with each alternative in a simulated budget framework.
4. Discussion of noncost considerations (trade-offs) that may enter the picture, as well as other alternatives that may deserve examination.

Group Homes

Unfortunately it is sometimes necessary to remove a child from his or her home environment. Sometimes it is a result of the child being physically and/or emotionally neglected or abused by parents Other times it is necessary because of delinquent behavior on the child's part. Whatever the situation, the child must be taken out of the home and placed in some type of alternative environment. In the past, few avenues existed other than detention or placement in a training school. One alternative that might prove more appropriate for some children is a group home program.

Group homes could provide an appropriate alternative to institutionalization by providing community-based care for those children who need some form of supervision, counseling, and treatment but who do not require detention. The program functions on a quasi-home environment. House parents and professional counselors are on hand to provide a constructive environment to help the child mature and overcome personal problems, while simultaneously providing counseling to parents and relatives.

The homes take referrals from juvenile courts, police departments, and social agencies in the community and would provide medium range programs (five to six months) for its clients.

Alternatives to Be Examined

Two alternatives are to be examined in the group home program. In the 1975 East Tennessee survey, 48 percent of the respondents felt that group homes should be established and organized at the individual county level. This individual county approach will be compared with a more centralized group home program.

Key Inputs

The following is a listing of the key inputs needed for a group home program working with approximately eight clients at any one time. These cost items are divided into two categories: 1) those costs associated with the operation of the house itself, and 2) those associated with supportive services.

House operation items:

House parents - Two persons (couple) working in the home and supervising eight to 10 children, at a salary range between $7,500 and $8,400 per year.

Alternative house parent - One or two persons to work in the home on weekends and other times when house parents are at meetings or when house parents need to get away from home. Would also take clients on trips, provide some counseling, etc. Same caseload and pay as house parents.

Rent - For single-family dwelling. Eight to 10 youths plus house parents. Approximately $3,300 per year.

Utilities - For the dwelling above, $2,500 per year.

Insurance - Home insurance, $850 per year.

Food - For eight clients and the two house parents each day, $7,200 per year.

Maintenance supplies - General supplies needed for home upkeep, $150 per year.

Maintenance - For home upkeep at $350 per year.

Equipment - For items such as chairs, beds, etc., $1,000 per year.

Clothing - For 24 clients per year at $1,600.

Allowances - For eight clients at any one time, $1,300 per year.

Medical and consultant fees - Eight children at any one time, $1,400 per year

Travel - Includes general client transportation on field trips, school, doctor, sporting events, dances, etc., $1,000 per year.

Training - Seminars, workshops, in-service, and other related training for staff personnel, $650 per year.

Supportive cost items:

Counselors - Persons with Master's degree in social work or related studies, each working with a caseload of up to 12 active cases and six follow-up cases. Salary range $10,000 to $11,500 per year.

Coordinator - Master's degree, can supervise up to 24 clients in three separate homes. Salary range of $11,000 to $12,500 per year.

Secretary - One secretary for up to three separate homes, salary from $5,000 to $6,000 per year.

Office supplies - Supplies necessary for staff and home needs, $1,000 per year.

Transportation - Includes out-of-town trips by staff for seminars, workshops and special meetings or conferences. Also local travel by staff members, $1,200 per year.

Communications - Includes expenses incurred by staff personnel working directly in the home or in a supportive role, $600 per year.

Dues - Dues to organizations which provide a check of the operations to insure quality of operation, $850 per year.

Simulated Budgets for Alternatives

Simulated budgets for two of the alternatives are shown in Table XVI. In Table XVI the alternative of a group home at only half capacity is relevant because of the limited number of children in a small rural county needing the services provided by a group home. Another reason for using this alternative is the fact that male and female clients are not usually placed within the same home therefore decreasing the number of children to be placed in any one home.

From Table XVI it can be seen that the costs of operating a fully utilized group home is somewhat more expensive than one at only half capacity ($64,760 against $49,620). However, the cost per client for the group home at full capacity is much less than the home operating at half its normal capacity. From the information contained in the table, it can be seen that there are size economies present. These size economies are a result of the fuller utilization of staff and facilities. If there are substantial savings present in the centralized approach, two or more low population counties might pool their resources in order to gain these cost savings.

Noncost Considerations

Some other considerations, both positive and negative, must be studied before deciding whether a centralized group home facility would be desirable:

TABLE XVI

SIMULATED BUDGETS FOR TWO ALTERNATIVE GROUP HOME PROGRAMS

Items	Costs Per Year ($) Home at Half Capacity[a]	Costs Per Year ($) Home at Full Capacity[b]
House operation items:		
Salary and fringe benefits[c] (house parents and alternate house parent(s))	15,120	20,160
Operating costs (rent, utilities, insurance, maintenance, equipment)	8,000	8,000
Clothing and allowances	1,450	2,900
Supplies (food and maintenance)	3,750	7,350
Training	650	650
Transportation of clients	700	1,000
Medical and consultant fees	700	1,400
Supportive cost items:		
Salary and fringe benefits (counselors, secretary, coordinator)	16,500[d]	19,650[e]
Office supplies	600	1,000
Transportation	700	1,200
Communications	600	600
Dues	850	850
Total costs per year	49,620	64,760
Cost per client per year	4,135[f]	2,698[g]

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[a] Half capacity equal to four children in home at any one time, serving 12 per year.

[b] Full capacity equal to eight children in home at any one time, serving 24 youth per yoear.

[c] House parents and alternate house parent(s) salary assumed to be $8,400 per year plus 20 percent fringe benefits. Half utilized home alternate house parent half time.

[d] For home at half capacity would need: one part-time counselor at a salary of $5,250 per year plus 20 percent fringe benefits; one part-time secretary $3,000 per year plus benefits; one part-time coordinator at $5,500 per year salary plus fringe benefits.

TABLE XVI (continued)

[e] Full capacity home would require one three-quarters time counselors at a $7,875 annual salary plus benefits, one half time secretary and one half time coordinator.

[f] Assuming 12 clients use the service per year.

[g] Assuming 24 clients use the service per year.

Positive:

- ** Ability to better utilize available services.
- ** Better utilization of other service node programs that may prove helpful to clients
- ** Able to obtain a higher quality staff at lower cost. This results from the fact that better trained persons would prefer to work in or around an urban center.

Negative:

- ** May be too isolated from some areas served by the program.
- ** Inconvenient for parents in outlying areas to visit children.
- ** Would remove child from his or her community setting.

Other Alternatives Not Examined

A more centralized program using a single large dormitory type home may result in more size economies than a centralized program using small home units. However, in talking with workers engaged in group home programs, the major concern expressed about the large housing unit was that the large unit may become more like an institution than a small family-like environment

Juvenile Probation Services

A program to provide probation services for delinquent youth (those youth having been through the court channels) is another example of a substitute for institutionalization available to juvenile courts. This type of program is in existence and services are provided by the state and some counties. However, due to the heavy caseloads present, alternative ways to provide intensified services need to be explored. In a program of this nature, the child would be required to report to the counselor on some regular basis. However, the counselor would also conduct home visits in order to gain a better understanding of the environment in which the child lives. The counselor would work with family members, school personnel, employers, and others having direct interest in the child. This enables the counselor to better understand the problems experienced by the child and to help the child overcome and deal with whatever problems that may arise. In some cases the problems may be too complex for the counselor to deal with. In these cases the counselor would seek additional help from other human service programs available to him, including child and family services and mental health centers.

A program of this nature can have a definite impact on the child and may through counseling and supervision help the child resolve many of his or her problems, thereby keeping the child from having further court contacts.

Alternatives to Be Examined

For a program that seeks to intensify juvenile probation services two alternatives will be examined. It is assumed for analytical purposes that both alternatives will provide service to a six-county area not unlike that of the northwest part of the East Tennessee Development District. Under one alternative, probation services would be handled in each county separately. Under the other alternative, these services would be provided by a centralized office.

Key Inputs

The following is a list of the key inputs needed to provide expanded probation services to these counties:

Counselor - Person with B. S. degree supervising a caseload of 45 with 35 being active cases and 10 follow-up. Salary range, $8,000 to $10,000.

Secretary - One secretary for every four counselors, salary range $6,000 to $7,000 per year.

Supervisor - Only for regional alternative, at a salary of between $10,000 to $11,000 per year.

Rent of office space - Would vary between alternatives and among offices in the individual county approach. For regional approach, rent would be $1,600 per year. Individual county alternative would vary from $130 and $500 per month. Rent would include maintenance and utilities.

Communications - This cost item will also vary. Assumed to be $400 per month with regional office. From $40 to $120 for individual county offices.

Travel - Assumed to be $70 per month per counselor working out of regional office, $40 for counselors in county offices.

Office expenses - Includes all expenses necessary to operate an office (such as maintenance on equipment, purchase of new equipment, supplies, etc.), $100 per year per counselor.

Simulated Budgets for Alternatives

Two alternatives involving expanded probation services to a six-county area with counties of varying sizes are examined. Some of these counties would have too few cases to fully occupy a probation counselor, while others need more than one full-time person. The individual county approach looks into one office for each county. The regional concept permits cross-county mixture of caseloads. Budgets for both alternatives are presented in Table XVII.

As shown in Table XVII, providing expanded probation services to the six-county region is somewhat less expensive when handled on a regional basis. The greatest saving in a regional system is in the cost of staff personnel. In an individual county program, 12 counselors and four full-time secretaries are needed. The regional approach would

TABLE XVII

SIMULATED BUDGETS FOR TWO ALTERNATIVE METHODS OF PROVIDING EXPANDED PROBATION SERVICES

Items	Cost Per Year ($) Individual County	Cost Per Year ($) Regional Center
Salary and fringe benefits:[a]		
Counselors[b]		
County 1	64,800	62,000
County 2	10,800	7,560
County 3	10,800	6,480
County 4	10,800	2,700
County 5	21,600	21,600
County 6	10,800	7,560
Secretary[c]	28,800	18,000
Supervisor	--	12,600
Subtotal	158,400	138,600
Rent[d]	15,240	19,200
Communications[e]	5,280	4,800
Travel	5,760	8,400
Office expenses	1,200	1,000
Subtotal	27,480	33,400
Total cost	185,880	172,000
Total cost per year per active client	542	502

[a] Salaries assumed to be as follows: counselor - $9,000 per year, secretary - $6,000 per year, supervisor - $10,500 per year, plus 20 percent for fringe benefits.

[b] Approximately 343 active cases and 154 aftercare cases in region. The breakdown in an individual county along with number of counselors needed is as follows:

County	Number of Cases Active	Number of Cases Aftercare	Number of Counselors Individual	Number of Counselors Regional
County 1	200	90	6	5 3/4
County 2	25	9	1	7/10
County 3	20	15	1	6/10
County 4	8	6	1	1/4
County 5	65	30	2	2
County 6	25	4	1	7/10
Total	343	154	12	10

TABLE XVII (continued)

[c] For the regional alternative would use two full-time secretaries and one half time. Individual counties would use the following: county 1 - one full-time, one half time; counties 2, 3, 4, 5, and 6 - would each use one half time secretary.

[d] Counties 2, 3, 4, and 6 would pay $130 per month, while county 1 would pay $500 per month and county 5 county services would pay $250 per month in rent.

[e] Counties 2, 3, 4, and 6 would pay approximately $40 per month, county 1 $200 per month, and county 5 $80 per month.

utilize only 10 counselors, two full-time secretaries and one half time secretary. Savings experienced with the regional alternative to a great extent stems from the full utilization of counseling personnel.

Noncost Considerations

While the more centralized system experiences some cost savings, other factors (positive and negative) of the regional approach needing further study are:

Positive:

** With a program located in a service node, the program is better able to utilize other human services programs that might be needed by the client.

** The program would provide for closer communications between counselors as a means of problem solving on difficult cases.

** Would provide younger counselors with an opportunity to seek advice from a more senior member of the counseling team.

** Provides for closer supervision of counselors by a coordinator supervisor.

Negative:

** The increased travel time would take time away from actual counseling time needed.

** Some isolation would exist between the program and outlying service areas.

** Would require more travel on the part of clients and their families.

Other Alternatives Not Examined

Two other probation service alternatives not examined in this study were:

1. A more centralized program covering the entire Development District. This approach would again better utilize staff

resources of the program, but may be too isolated from much of the service area to provide the needed grass-root support.

2. Another approach for providing this service would require that individual counties provide persons to work on pretrial and trial aspects of cases, such as doing presentence investigations and working with judges, police and family to explore alternatives available to the child, while counselors would work from a more centralized office providing the necessary counseling and supervision. Workers at the county level would not have to be as highly trained as those working as counselors from a regional office, but would help to free the counselor from these duties. This approach might provide the grass-root support needed while allowing for costs savings experienced in a centralized program.

Volunteer Program

The concept of volunteer program centers on providing a child with someone to act as a role model while being a friend and informal counselor. The program would utilize the human resources available in every community. With such a program aimed at the community level, it would be expected to build community interest and concern for the problems experienced by its youth. Volunteers would be asked to spend a certain minimum amount of time with the youth on a per week or per month basis. The assumption is that the volunteer would take a special interest in the person with which they work in order to build the child's confidence and self-respect to overcome his or her everyday problems.

The volunteers would participate in training sessions conducted by juvenile counselors, professors, and others knowledgeable in juvenile problems and methods to resolve them. The training program would consist of two night sessions each approximately three hours in length covering methods, tools and procedures to use and general information concerning the program. Four training programs would be held about once every three months with about four counties participating in each session.

The volunteers would work with either predelinquent or delinquent youth or both. If faced with problems that they cannot resolve, the volunteers would be able to fall back on the coordinators, juvenile counselors or others designated to handle such problems. In general, volunteers would be asked to handle only one client at a time for at least a six-month period. However, if certain youth have problems where more than one could work with a volunteer, it could be arranged (such as tutoring children that are having problems in classwork).

A program of this nature would provide an alternative to institutionalization for some children and can be a help to other youth before they get into trouble.

Alternatives to Be Examined

Two alternative approaches for providing volunteer services will be studied. One would have each county organizing and operating the program independently. The other approach would have the volunteer services organized and backstopped on a regional basis, perhaps involving as many counties as in a development district.

Key Inputs

The key inputs needed to operate a volunteer program are as follows:

Coordinator - The coordinator would not be required to have any college degree in order to supervise this type of program. Salary for a part-time county supervisor is assumed to be $120 per month. This figure also covers travel expenses. Regional supervisor's salary would be $900 per month; travel expenses would be in addition.

Secretary - One full-time secretary would work with regional coordinator; salary $5,000 to $6,000 per year.

Office expenses - Only at the regional level, approximately $400 per year.

Rent of office space - Again only for regional approach, $130 per month.

Travel - Regional coordinator $75 per month.

Communications - Assumed to be approximately $20 per month for each county coordinator, and $50 per month for the regional coordinator.

Training program expenses - Assumed for both alternatives to be equal. Would require the same training personnel. Program would be seven hours along with two three and one-half hour sessions in a four-county group every three months. Cost $400 per year.

Simulated Budgets for Alternatives

Budgets for both the individual and regional approaches to providing volunteer programs are presented in Table XVIII. For a program established to provide volunteer services, some size economies are evident in a systems approach geared to the regional alternative. Again as in the two preceding programs, the major cost savings occurred in the area of paid staff where the regional approach cost about half as much as did providing individual coordinators for each county. Also communications for the regional center would be much less than the expenditures at the county level.

TABLE XVIII

SIMULATED BUDGETS FOR INDIVIDUAL AND REGIONAL VOLUNTEER PROGRAMS

Items	Cost Per Year ($) Individual County Program (16-county total)	Cost Per Year ($) Regional Program
Salary and fringe benefits[a]		
Coordinator	27,648	12,960
Secretary	--	7,200
Rent of office space	--	1,560
Office expenses	--	400
Communications	3,840	600
Travel	--	900
Training program expenses	400	400
Total costs per year	31,888	24,020

[a] Assuming 20 percent of base salary as benefits.

Noncost Considerations

The major noncost items needing further study before a regional approach is to be undertaken are as follows:

Positive:

** With a regional center, the coordinator can plan for joint ventures among counties.

** A regional center enables the coordinator to have a better overall picture of the situation existing in the programs throughout the District.

** A regional coordinator has easier access to more persons who could benefit the training program.

Negative:

** A regional coordinator would have to spend more working time on the road in order to see those persons within the counties involved with placing children in the program (judges, police, human service counselors, and mental health workers).

** If problems arose in a particular county, contact with the coordinator might be somewhat difficult because of his location elsewhere.

** The regional coordinator might not be able to spend the needed time with the volunteer groups of individual counties.

Professional Counseling Services

General counseling by agency personnel, teachers, group home staff, and volunteers can be very helpful to youths who are potentially or already in trouble. But often there are complex psychological, mental, or physical handicap problems that require the attention of highly trained specialists, for example, alcohol and drug use, mental retardation, and severe neurotic disorders. Local counselors may need to consult with such specialists when dealing with certain youth cases.

The youths themselves may require either out-patient treatment or placement in an institution for a period of time as a part of a broader effort to help them.

Such specialized services and facilities (such as mental health centers, private and public clinics) tend to be clustered in major cities, such as Knoxville and other sizeable towns. In outlying rural areas specialists who are especially skilled in working with youth problems are somewhat lacking, and ways have to be found to make these services accessible to these persons (especially those from low income families).

Alternatives to Be Examined

The need for expanded professional counseling services was much on the minds of many of those persons interviewed in the East Tennessee survey. When asked to identify the preferred location of such a program, 48 percent of those persons responding stated that they would like to see centers located in individual counties. Therefore, the three alternatives to be examined will deal with the costs borne by individual counties associated, with each alternative approach. The three alternatives to be examined are:

1. Individual counties providing their own mental health services.
2. A regional mental health center providing the needed services. With this approach a regional center serving a four- or five-county encatchment area would provide a satellite office for the county in question. The office would be staffed by persons from the regional center.

3. County providing mental health services through a contractual basis with a regional human service agency (such as Child and Family Services).

In each of the alternatives considered here, the service would provide only out-patient service. All programs would depend on a regional center for in-patient care (such as Eastern State Psychiatric Hospital in Knoxville).

Key Inputs

The key inputs needed to provide mental health services will be listed separately for each alternative approach and are as follows:[2]

Individual county center:

Counselor - Would be required to have a Master's degree in social work or related field. Caseload would be approximately 25 hours per week in counseling at an average of one hour per client, with client visits arranged once per week. Salary $12,000 per year.

Secretary - One full-time secretary working also as receptionist and clerk. Salary $6,000 per year.

Rent of office - Would include maintenance and utilities, $1,800 per year.

Office expenses - Includes supplies, equipment and maintenance on equipment, $500 per year.

Travel - Includes home visits, travels to regional centers and to workshops, meetings, etc., $500 per year.

Communications - $800 per year.

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[2] All alternatives are programmed for a single-county service population of 180 per year or 20 per week with the average client making one visit per week for five weeks.

Contract services:

If out-patient services are handled only on a contractual basis, county would be required to furnish some type of office space for the counselor, but the contracting agency would provide all other services. The counselor would travel to the county for visits and all related activities would be handled by the staff at the agency. Counselor would have Master's degree in social work or related field of study.

Rent - Approximately $1,200 per year.

Contracted services - $25 per hour.

Regional mental health center providing satellite office:

Counselors - Two levels of counselors would be used, one with a Master's degree in some human service related area, salary $10,500 per year. The other counselor would have a Master's degree in social work and two year's experience at a salary of $18,300 per year. Both would carry a caselond of five clients per day.

Psychologist - Ph. D. level would carry a five-client caseload per day at an annual salary of $18,800.

Doctor - M. D. would be able to see approximately 30 cases per day at a yearly salary of $35,000.

Nurse - R. N. with a B. S. in nursing would handle the doctor's caseload, yearly salary $10,600.

Clerk - Secretary, clerk, and receptionist, salary $6,300 per year.

Rent of office - Includes utilities and maintenance, $3,000 per year.

Supplies - All supplies needed to operate office, $500 per year.

Communications - $1,200 per year

Travel - Personnel to and from office, $5,000 per year.

Simulated Budgets for Alternatives

Budget for each alternative approach associated with a single-county service population of 180 per year are presented in Table XIX.

TABLE XIX

SIMULATED BUDGETS FOR THREE ALTERNATIVE MENTAL HEALTH SERVICE APPROACHES

	Costs Per Year ($)		
Items	Individual Office	Contractual Service	Satellite Office
Salaries and fringe benefits[a]			
Counselors	13,440	--	8,816[b]
Psychologists[c]	--	--	4,212
M.D.[d]	--	--	1,809
R.N. - B.S.[e]	--	--	550
Secretary	6,720	--	7,056
Contracted services[f]		26,000	
Rent	1,800	1,200	3,000
Office expenses	400	--	500
Communications	800	--	1,200
Travel	500		5,000
Total cost	23,600	27,200	32,143
Cost per client[g]	131.44	151.11	178.57

[a] Assumed to be 12 percent of salary.

[b] Three counselors one day per week, two lower level counselors $5.05 per hour, one higher level $8.82 per hour.

[c] One day per week at $9.04 per hour.

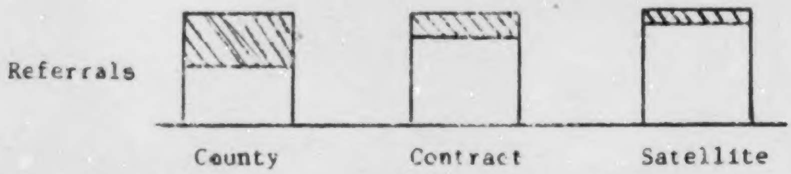
[d] One day per month at $16.82 per hour.

[e] One day per month at $5.11 per hour.

[f] For 180 clients per year or 20 per week for five weeks, 20 hours per week for 52 weeks.

[g] Based on 180 clients in a one-county area.

Based on the information contained in Table XIX, the individual county approach is the most cost-effective method. Under the assumptions made here, the yearly costs of providing the service would be approximately $4,000 less than the contractual system and $9,000 less than the satellite center approach. On a per client basis the cost of the individual center would be much lower than the two other alternatives. The major costs differences between the individual county and satellite approach would be in the travel and staff costs. The major reason for the costs savings experienced in the individual county approach is the fact that the level of service is lower than the two other approaches This is the only program examined where the type and quality of service varies among the alternatives Both the contract and satellite approaches would be able to handle a wider range of problems than the county approach. Below is a simple illustration representing referrals from each of the alternative approaches to central facilities.



It should be noted that if the county and contractual approach facilitated the services of a doctor and nurse along with a psychologist, the costs of the three alternatives would be much the same. Therefore, for a county with this type of service population further study would require the standardization of service before any one alternative be established.

Noncost Considerations

Some of the major positive and negative noncost considerations associated with each alternative studied will be discussed; they are:

	County	Contract	Satellite Office
Would provide higher quality of services			x
Ability to increase the staff needed by smaller units		x	x
Closer working communications with community members	x		
Provide more specialized service			x
Ability to replace staff members working in the county if problems arise.		x	x

There appear to be a number of noncost disadvantages that could offset the cost advantages of the county approach. However, if budget limitations were the major concern, the county approach would at least be a step along the way toward better counseling services.

Summary

In this chapter, an attempt has been made to demonstrate an approach for analyzing a number of alternative ways to provide certain youth services. The input items and associated cost figures used in this chapter may not be very accurate. But this general framework could be used as a guide in the assembly of better cost information and in applications to other kinds of services.

If the cost figures used and assumptions made for the budgets in this chapter are at all realistic, it does appear that at least some juvenile services can be provided at cost savings through cooperation of two, three, or more counties. Such cost savings stem from fuller utilization of "fixed" facilities and more flexibility for professional personnel to even out work loads. The pooling of county funds and efforts can also result in access to certain specialized youth services (such as mental health counseling) that otherwise would simply not be found in sparsely populated rural areas.

In examining these selected programs and alternatives, it became apparent that while costs are an important part in the decision-making process, many noncost factors must also be considered. For instance, one frequent disadvantage of consolidated juvenile services is the reduced contact and identification of professional workers with local people and their rural settings.

CHAPTER V

SUMMARY AND CONCLUDING OBSERVATIONS

Brief Recap of the Study's Findings

This study was an exploratory effort to research juvenile delinquency problems unique to rural areas. It has centered on three major analytical components:

1. Synthesis of available secondary data dealing with crime and delinquency problems in the United States and Tennessee.
2. Survey of key people concerning juvenile delinquency problems and programs in East Tennessee.
3. Exploratory examination of costs associated with alternative ways to provide certain juvenile programs.

As shown in Chapter II, aggregate figures for 1969 and 1974 indicate that crime in general and juvenile delinquency in particular have been on the increase, both in Tennessee and nation-wide. In Tennessee, the crime rate was below that experienced nation-wide. However, the *rate of increase* in the crime rate was much higher in Tennessee than in the United States. In the area of juvenile delinquency, urban counties in Tennessee experienced higher delinquency rates than did rural areas. Both rural and urban juvenile delinquency rates in Tennessee were higher than rural and urban areas nation-wide.

The survey findings (see Chapter III) are based on responses from 51 persons working with nonmetropolitan juvenile problems in the East Tennessee Development District. Some of the major highlights are:

1. The majority of respondents believed that juvenile delinquency was on the increase within their counties.
2. Most respondents felt that younger youth were becoming more involved in delinquent behavior.
3. A poor home environment was seen by most respondents as the major cause of juvenile delinquency.
4. Most respondents saw no major differences between rural and urban areas as to the major causes of delinquency and types of offenses committed.
5. Most respondents felt that not enough time and money was being devoted to youth problems in their county.
6. If more money were available, respondents stated that the major services they would like expanded or established are: professional counseling services, juvenile probation services, county detention facilities, and recreation facilities.

In Chapter IV, exploratory cost comparisons were made, using a simulated budget approach, for the following juvenile service programs and alternatives:

Group homes	Individual county
	Pooled resources
Probation services	Individual county
	Six county regional office
Volunteer programs	Individual county
	16 county regional offices
Professional counseling	Individual county
	Contractual service
	County satellite office operated by a regional center

In the course of developing these budgets, it became clear that solid facts about program input needs, performance rates, etc., are quite scarce; it was necessary to inject a large amount of subjective judgment when preparing the cost estimates. It became clear also that it is important to take noncost considerations into account; nor did one alternative match up exactly with another with respect to quality and character of the resulting services.

Under the assumptions set out in Chapter IV, the more centralized alternative seemed less costly for group homes, probation services, and volunteer programs. Only for professional counseling services were individual county programs least costly. However, the major reason for that was the fact that the more centralized alternative utilized more highly trained staff to provide the same areas with service. Given different assumptions, the outcomes for any of the programs could be different than those shown in this study.

Conducting this study has left the writer with impressions that go beyond what can be reported in tables and graphs. These impressions are discussed in the remaining sections of this chapter and thesis. Some of the thoughts expressed here may seem "old hat" to persons who have been close to delinquency problems. But if nothing else, perhaps these observations will serve to highlight the need to take the special circumstances of nonmetropolitan areas into account when designing juvenile programs.

Better Secondary Data Needed

During the course of this study, this writer was somewhat dismayed to discover the lack of complete and timely data concerning juvenile delinquency patterns. The data that were available were scattered among a number of state and federal sources. Another problem centers on the differences among counties concerning the definitions of offenses and court procedures for reporting purposes. All of this results in law enforcement officials, juvenile services workers, and researchers not having a very adequate, consistent or clearly defined data base on which to base program analysis and planning.

It seems to this writer that efforts to improve data related to juvenile delinquency in rural areas should center especially on the following types of information: arrests (by age), offense committed, disposition within law enforcement agencies, disposition by courts, type of sentence, and where youth will serve out sentence.

All of the data needed would have to be recorded by persons at the county level. Because of this, some system of standardized forms, along with clear instructions, would be needed. Such a reporting system could be developed with the help of various resource persons (state agency personnel, county workers, computer experts, and university personnel). Thinking especially of workers in rural counties who are not working full-time with juvenile problems, emphasis should be on keeping the data forms simple and easy to execute. Along with this, some centralized processing system must be established.

Any of a number of agencies within the state could be responsible for the collection, processing, storing, and distribution of such necessary data. However, this writer would suggest using only one agency (probably either the Tennessee Law Enforcement Planning agency or the Department of Corrections). While the above system of data collection and distribution is very crude, it could be refined to gather a wider range of data from the county level.

In closing, this writer cannot emphasize enough the importance of having available good secondary data. For without it, research and planning in this field will continue to be built on a very shaky foundation.

More Training Needed

In conducting the field surveys, it became evident that the local officials and other persons interviewed were in general highly motivated and genuinely concerned about dealing with juvenile problems more effectively. However, oftentimes these persons had not had the opportunity to develop the needed skills or to keep in touch with the latest developments in the delinquency prevention and rehabilitation field.

Two major factors seem responsible for the lack of adequate training: 1) In low-population counties, juvenile workers are often part-time and their duties are thus split among various responsibilities. 2) Many of the officials working with juveniles are in elected positions (such as sheriffs and judges) and thus personnel within these offices are subject to change rather frequently.

Because of these factors, providing juvenile officials and workers in rural counties with in-service training opportunities soon after their appointment becomes especially important. And in organizing in-service training for these persons, ways to do this without tying them up for extended time periods or forcing them to travel great distances, need to be devised. The turnover of juvenile workers in rural areas makes it important also that such learning opportunities be offered on a continuing basis, or at least not too infrequently.

Being mature, experienced, and "independent" people as they often are, juvenile officials, workers and volunteers in rural counties may in some cases resist the idea of being placed in a "student" role. Therefore it may be desirable to use low-key ways to "train" without calling it that. Some possible learning approaches would include: short courses at a nearby university, correspondence courses, informal workshops and seminars, weekend retreats, and group visits to innovative programs elsewhere in Tennessee or even in other states.

Judges, law enforcement officials, juvenile counselors, and other persons working with youth problems will need specialized training pertaining to their individual responsibilities. However, there are some subject areas that would be of benefit to all officials and professional workers. Some of the more important areas in which general knowledge would be helpful include: new legislation, new methods and procedures that might prove helpful, child behavior, sociology, laws applying to each work area along with some background in the legal aspects of their position or area of work. While the above are only a few of the areas in which some knowledge would be beneficial to officials and other juvenile workers, thev are a very important part of being able to provide the highest level of service to the community.

A varied and diverse group would handle training programs. Persons would be selected according to their area of concern. Programs would utilize such resource persons as: state correctional personnel, human service workers, university faculty, lawyers, and mental health workers. While a number of groups or agencies could pull a program of this nature together, special attention must be given to the group or agency that could "legitimize" the program best in the eyes of rural workers.

Better Communications Needed

Training aimed at juvenile workers is a good way to being these people up to a certain level of skill and understanding initially. However, there is a need for these same people to keep abreast of new legislation, funding sources, new and innovative ideas, specialized services and facilities available to them.

In order to provide local workers with a wide variety of information, some procedure needs to be developed by which these persons can be provided this information without having to spend an excessive amount of time searching for it. One method that could be used to provide needed information is a newsletter containing short reports concerning key topics of interest to juvenile workers. A newsletter of this type would provide listings of information of interest to the workers along with where this information can be obtained.

In order to provide a newsletter, some system must be developed so as to catalog information. One means of doing this would be to utilize the university community. Resource persons from various disciplines could collect useful items from within their own areas. These items could then be "fed" to a part-time individual in Tennessee who prepares and distributes the newsletter. Such a person could well be a faculty member or research associate in a university. At the same time it would be important to keep in close touch with activities in federal, state, and volunteer agencies. The danger of the newsletter merely becoming an academic research report should be avoided.

A system of providing key persons with general information is important. However, communications among various individuals and agencies is also very important. Some of the major communication links needing establishing or strengthening are:

1. Local to regional, state, and national--This type of link would center on providing information from the local level concerning emerging problems, needs, and how new programs are working out.
2. Regional, state, national to local--While the bottom-up linkage mentioned above is very important, a top-down linkage is also needed. Communications in this direction would center on such items as: new legislation at the state and federal level, new programs, and available funding sources, and central services that can be utilized by local juvenile workers.
3. Inter-agency--This would help to plan programs without a great deal of overlapping. It could also provide for better cross-referral service in providing an individual with the most appropriate services.
4. Inter-county--This could stimulate better working arrangements among counties concerning possible pooling of efforts to provide needed services.

5. Practitioner-Resource person--This type of communication link could help the local practitioner with immediate problem cases as well as long-run planning. One way of providing this link would be to provide local workers with a directory listing resource persons available (such as mental health specialists, college faculty, and social workers), along with their area of interest.

Whatever communication links are needed, some methods must be used to foster the links. Newsletters was one method discussed. Others could include such things as local task forces, development district committees, state advisory committees, etc.

Innovative Ideas Needed

There is much need to try out new, more creative approaches for handling youth problems at the local level. One new program in Tennessee (similar approaches have been tried in other states also) is the use of nature areas as a means of building a child's self-reliance, leadership, self-worth and maturity through experience. The program is called the "Tennessee Valley Wilderness School" and includes a number of middle Tennessee counties.[1] In the program a child is taught a number of skills, ranging from canoeing to survival techniques. After this training session, the child must complete the program by being able to go it alone for a certain period of time in an isolated area.

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[1] Tennessee Valley Authority Tributary Area Development Newsletter, "Tennessee Valley Wilderness School" (Knoxville, Tennessee), Vol. II, No. 9, Third Quarter 1976.

While this type of program seems to emphasize camping skills, it is also a means of helping a child deal with problems and how to overcome them.

Some other ideas that come to mind include: volunteer programs for pre- and post-delinquent youth; use of foster parents more on both a short and long-term basis; letting city youth and rural youth trade environments; better use made of such programs as 4-H, F.F.A., and Scouts so as to relate more directly to "socialization" and family-relations needs of youth.

Need for Program Legitimization

Oftentimes planners or planning agencies, after developing preliminary plans concerning a specific youth service program or package of programs, overlook the need to "legitimize" the program(s) to members of the area to be served. The legitimization of the program(s) is a means of obtaining the needed grass-roots support so important to the success of any program.

In order to gain this support at the community level, planners or the planning agency must first be able to identify those persons within the service area who can best "legitimize" the program(s) in the eyes of the local population. These "legitimizers" can be classified into two distinct groups. One group consists of those individuals or groups who are highly visible to the community such as the various civic clubs, local chambers of commerce, business organizations, etc. However, equally important are those individuals, while not in formal leadership positions, who are highly respected in the community for their opinions. Often these informal leaders include ministers, teachers, and persons who have been active in civic or farm organizations. Human service workers must be able to convince both formal and informal leaders that a proposed program is important and of benefit to the area. Involving these leaders while new program ideas are still in the process of formulation not only facilitates local acceptance but also improves program design so the final plan is more compatible with local felt-needs and capabilities.

While the need to identify and obtain the support of the local leaders (legitimizers) has been discussed in regard to youth services, the same process is necessary for any human service program in both rural and urban areas. Effective legislation is especially important in rural areas because of the individualistic nature of rural communities. Also rural persons tend to respond to a program on a more personalized basis than the persons in urban areas.

The "Economies" of Delinquency Prevention and Treatment is Important

In rural counties, there is a special need to "economize" and examine all alternatives carefully. This is especially critical in rural areas because of the limited availability of professional workers, the many demands competing for the time of relatively few officials, and the small tax bases.

In this study, simulated budgets were utilized to examine alternative ways to provide certain services. This budget concept focuses on cost effectiveness at the level of the individual service, program or agency. A broader tool (used by economists) that could be used to gauge a programs' effects on social welfare is "benefit-cost analysis." This type of analysis is a way of looking at the same choices presented in this thesis from a broader "social" perspective. It assesses not only direct benefits and agency costs, but also the indirect benefits and costs associated with a program. For example, a certain program alternative may entail costs to others (such as transportation costs of family members) that would not come into the picture if agency costs alone were considered. Volunteers may be "free" so far as a juvenile program is concerned, but could result in such persons having less time to do other productive things.

Another important aspect of juvenile services at the local level not developed by this writer was the broader question concerning the optimum "mix" of local services. The need for the best possible overall package of programs or services is an important step toward providing better services to the community. With the many constraints faced by rural counties (funding, personnel, etc.), it is very important to examine how juvenile services can best be meshed together.

Need for Action

Many of the ideas and needs mentioned above such as cost studies, formal planning, and more funding will not be forthcoming in the near future. There is a real need for local workers, leaders, and officials to be innovative and to weigh all alternatives carefully as they move ahead.

Progress in the area of juvenile delinquency prevention and rehabilitation, as in all human services, will come in many small steps and not in one large leap. The most creative ideas often come from people who are directly working at the local level with youth and their problems. Although these persons will not have many of the things needed, their actions now can be one step forward that can be used to build on in the future.

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APPENDIXES

APPENDIX A

DETAILED CRIME DATA

TABLE XX

REPORTED TOTAL ARRESTS FOR ALL OFFENSES, PERCENT INVOLVING YOUNG PEOPLE, UNITED STATES, 1974: IN CITIES[a]

	Arrests		
Offenses	Total Number	Percent Under 15	Percent Under 18
Murder and nonnegligent manslaughter	11,579	1.5	10.5
Manslaughter by negligence	1,500	2.1	11.0
Forcible rape	14,659	4.7	20.0
Robbery	98,822	9.6	33.4
Aggravated assault	124,198	5.5	17.5
Burglary - breaking or entering	277,939	22.4	53.7
Larceny - theft	649,633	23.4	49.5
Motor vehicle theft	89,625	15.0	55.8
Other assaults	238,809	8.5	20.8
Arson	8,786	40.2	61.2
Forgery and counterfeiting	32,495	2.6	13.7
Fraud	67,061	2.0	6.5
Embezzlement	4,972	1.3	7.8
Stolen property - buying, receiving, possessing	65,660	11.1	35.5
Vandalism	124,861	43.3	68.8
Weapons - carrying, possessing, etc.	105,277	4.0	16.0
Prostitution and commercialized vice	52,002	.3	4.0
Sex offenses (except forcible rape and prostitution)	38,060	7.8	21.9
Narcotic drug laws	360,903	3.6	26.8
Gambling	42,649	.7	4.3
Offenses against family and children	20,701	7.1	14.7
Driving under the influence	413,949	.03	1.5
Liquor laws	154,999	4.2	42.0
Drunkenness	813,102	.4	2.9
Disorderly conduct	506,507	6.8	19.9
Vagrancy	31,107	3.3	13.7
All other offenses (except traffic)	616,347	11.1	28.0
Suspicion	31,705	10.1	31.9
Curfew and loitering law violations	63,266	25.0	100.0
Runaways	123,376	42.7	100.0
Total	5,184,549	10.4	28.0

[a] City: defined as a core city with a population of 50,000 or more inhabitants.

Source: U. S. Department of Justice, Federal Bureau of Investigation, Uniform Crime Reports for the United States (Washington, D. C.: Government Printing Office), 1974, p. 195.

TABLE XXI

REPORTED TOTAL ARRESTS FOR ALL OFFENSES, PERCENT INVOLVING YOUNG PEOPLE, UNITED STATES, 1974: IN SUBURBAN AREAS[a]

	Arrests		
Offenses	Total Number	Percent Under 15	Percent Under 18
Murder and nonnegligent manslaughter	2,646	1.5	8.4
Manslaughter by negligence	792	1.0	10.2
Forcible rape	4,101	4.2	21.1
Robbery	19,283	6.4	29.3
Aggravated assault	41,997	5.9	20.2
Burglary - breaking or entering	103,018	22.8	57.9
Larceny - theft	219,918	24.0	52.9
Motor vehicle theft	28,927	15.6	59.3
Other assaults	70,742	8.6	22.2
Arson	3,821	42.2	67.1
Forgery and counterfeiting	11,033	2.2	14.3
Fraud	26,583	.6	3.7
Embezzlement	2,508	1.2	4.9
Stolen property - buying, receiving, possessing	24,558	11.6	39.0
Vandalism	56,267	47.0	77.3
Weapons - carrying, possessing, etc.	27,717	5.9	22.0
Prostitution and commercialized vice	2,424	.4	4.5
Sex offenses (except forcible rape and prostitution)	11,864	10.1	29.9
Narcotic drug laws	158,694	3.7	30.4
Gambling	5,513	.7	30.8
Offenses against family and children	12,627	2.8	9.5
Driving under the influence	251,272	.05	1.5
Liquor laws	76,915	4.4	47.8
Drunkenness	165,058	.8	6.5
Disorderly conduct	125,120	10.6	31.2
Vagrancy	4,412	7.8	31.6
All other offenses (except traffic)	246,898	11.2	29.4
Suspicion	7,093	11.1	37.5
Curfew and loitering law violations	28,952	24.2	100.0
Runaways	54,619	40.1	100.0
Total	1,795,372	11.5	33.0

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[a] Suburban area: consists of cities with populations less than 50,000 together with counties which are within a standard metropolitan statistical area.

[b] Source: U. S. Department of Justice, Federal Bureau of Investigation, Uniform Crime Reports for the United States (Washington, D. C.: Government Printing Office), 1974, p. 204.

TABLE XXII

REPORTED TOTAL ARRESTS FOR ALL OFFENSES, PERCENT INVOLVING YOUNG PEOPLE, UNITED STATES, 1974: IN RURAL AREAS[a]

	Arrests		
Offenses	Total Number	Percent Under 15	Percent Under 18
Murder and nonnegligent manslaughter	915	1.2	7.7
Manslaughter by negligence	355	1.4	7.3
Forcible rape	1,165	1.8	11.7
Robbery	2,281	1.6	17.5
Aggravated assault	10,583	.9	6.0
Burglary - breaking or entering	22,344	14.9	44.7
Larceny - theft	24,859	10.0	34.8
Motor vehicle theft	5,242	11.6	49.9
Other assaults	12,622	1.8	7.9
Arson	662	16.2	30.5
Forgery and counterfeiting	3,055	1.6	13.0
Fraud	13,390	.1	1.5
Embezzlement	410	1.2	3.7
Stolen property - buying, receiving, possessing	3,468	3.8	20.6
Vandalism	7,647	28.7	58.3
Weapons - carrying, possessing, etc.	4,110	1.5	7.5
Prostitution and commercialized vice	130	--	3.1
Sex offenses (except forcible rape and prostitution)	1,729	4.9	16.9
Narcotic drug laws	27,932	1.7	19.6
Gambling	814	.1	.6
Offenses against family and children	5,554	.7	3.2
Driving under the influence	50,284	.05	1.6
Liquor laws	18,388	2.6	36.3
Drunkenness	48,192	.3	3.0
Disorderly conduct	16,185	2.5	12.0
Vagrancy	882	1.1	14.0
All other offenses (except traffic)	58,444	3.6	14.7
Suspicion	793	7.3	22.5
Curfew and loitering law violations	1,416	22.5	100.0
Runaways	10,768	32.4	100.0
Total	354,619	4.8	19.1

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[a] Rural area: the uncorporated portion of a county outside of standard metropolitan statistical areas.

[b] Source: U. S. Department of Justice, Federal Bureau of Investigation, Uniform Crime Reports for the United States (Washington, D. C.: Government Printing Office), 1974, p. 212.

TABLE XXIII

ARREST TRENDS INVOLVING PERSONS UNDER 15, UNDER 18, 18 AND OVER, UNITED STATES, 1974: IN CITIES[a]

Offenses	Percent Change, 1969-1974		
	Under 15	Under 18	18 and Over
Murder and nonnegligent manslaughter	22.2	23.3	18.3
Manslaughter by negligence	34.8	-13.2	-34.8
Forcible rape	42.3	16.7	27.7
Robbery	10.2	36.9	44.5
Aggravated assault	23.4	30.9	27.9
Burglary - breaking or entering	12.9	31.9	35.6
Larceny - theft	15.4	29.7	58.0
Motor vehicle theft	-24.8	-21.7	-11.6
Other assaults	22.0	19.7	1.7
Arson	7.2	17.3	38.7
Forgery and counterfeiting	8.3	26.0	6.4
Fraud	51.3	61.4	46.1
Embezzlement	54.8	81.4	-1.2
Stolen property - buying, receiving, possessing	63.9	78.5	56.1
Vandalism	17.9	25.1	61.8
Weapons - carrying, possessing, etc.	14.3	20.9	32.8
Prostitution and commercialized vice	95.4	125.8	14.9
Sex offenses (except forcible rape and prostitution)	-21.5	-10.6	-12.0
Narcotic drug laws	81.9	94.5	75.7
Gambling	13.0	13.9	-43.1
Offenses against family and children	973.0	383.7	-47.8
Driving under the influence	111.3	107.0	43.5
Liquor laws	27.0	13.0	-22.7
Drunkenness	-34.9	-33.9	-38.2
Disorderly conduct	-9.0	-6.6	-3.9
Vagrancy	-45.1	-58.8	-70.1
All other offenses (except traffic)	-2.3	-1.1	21.6
Suspicion	-34.1	-47.0	-66.5
Curfew and loitering law violations	-36.0	-32.9	--
Runaways	3.6	-1.6	--
Total	6.6	11.0	-2.4

[a] City: defined as a core city with a population of 50,000 or more inhabitants.

Source: U. S. Department of Justice, Federal Bureau of Investigation, Uniform Crime Reports for the United States (Washington, D. C.: Government Printing Office), 1969, p. 122.

TABLE XXIV

ARREST TRENDS INVOLVING PERSONS UNDER 15, UNDER 18, 18 AND OVER, UNITED STATES, 1974: IN SUBURBAN AREAS[a]

Offenses	Percent Change, 1969-1974		
	Under 15	Under 18	18 and Over
Murder and nonnegligent manslaughter	263.6	131.3	74.3
Manslaughter by negligence	14.3	50.0	17.5
Forcible rape	176.2	82.5	41.3
Robbery	68.5	132.8	99.3
Aggravated assault	148.1	147.3	94.1
Burglary - breaking or entering	54.0	78.1	71.1
Larceny - theft	61.1	81.3	105.5
Motor vehicle theft	19.2	16.7	22.5
Other assaults	64.0	65.1	28.6
Arson	42.0	61.7	102.3
Forgery and counterfeiting	57.4	86.2	43.9
Fraud	55.6	97.2	64.5
Embezzlement	866.7	181.8	41.2
Stolen property - buying, receiving, possessing	168.1	189.0	157.9
Vandalism	60.6	72.2	147.2
Weapons - carrying, possessing, etc.	60.2	88.8	125.5
Prostitution and commercialized vice	400.0	217.6	17.3
Sex offenses (except forcible rape and prostitution)	25.9	39.3	17.8
Narcotic drug laws	153.6	205.7	208.2
Gambling	2.8	4.9	31.8
Offenses against family and children	320.2	266.0	-13.0
Driving under the influence	1,437.5	242.2	211.4
Liquor laws	63.0	58.3	24.9
Drunkenness	-32.2	-19.5	-.7
Disorderly conduct	14.7	25.0	20.1
Vagrancy	40.8	5.6	-61.8
All other offenses (except traffic)	24.2	28.0	-55.5
Suspicion	-52.8	-51.9	-47.4
Curfew and loitering law violations	19.5	8.8	--
Runaways	19.1	13.3	--
Total	43.2	52.2	64.6

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[a] Suburban area: consists of cities with populations less than 50,000 together with counties which are within a standard metropolitan statistical area.

Source: U. S. Department of Justice, Federal Bureau of Investigation, Uniform Crime Reports for the United States (Washington, D. C.: Government Printing Office), 1969, p. 131.

TABLE XXV

ARREST TRENDS INVOLVING PERSONS UNDER 15, UNDER 18, 18 AND OVER, UNITED STATES, 1974: IN RURAL AREAS[a]

	Percent Change, 1969-1974		
Offenses	Under 15	Under 18	18 and Over
Murder and nonnegligent manslaughter	83.3	118.8	5.0
Manslaughter by negligence	400.0	-3.7	-47.9
Forcible rape	31.3	-2.2	7.3
Robbery	16.1	53.1	17.2
Aggravated assault	68.4	45.0	74.3
Burglary - breaking or entering	19.2	14.3	16.3
Larceny - theft	33.0	33.7	28.1
Motor vehicle theft	-11.8	-20.2	-23.7
Other assaults	53.7	31.0	10.5
Arson	-14.4	-23.8	-6.5
Forgery and counterfeiting	29.7	28.0	-.1
Fraud	16.7	48.9	57.7
Embezzlement	150.0	7.1	-12.3
Stolen property - buying, receiving, possessing	--	2.0	37.7
Vandalism	35.0	27.2	44.5
Weapons - carrying, possessing, etc.	-17.6	0	22.8
Prostitution and commercialized vice	--	-71.4	-62.7
Sex offenses (except forcible rape and prostitution)	-26.3	-27.2	-27.8
Narcotic drug laws	326.6	318.7	288.8
Gambling	-85.7	-77.3	-67.8
Offenses against family and children	32.1	55.8	-27.6
Driving under the influence	141.7	62.2	53.3
Liquor laws	-5.3	-18.8	-32.5
Drunkenness	-11.9	-29.3	.07
Disorderly conduct	-18.5	-12.7	-3.2
Vagrancy	-61.5	-47.9	-67.6
All other offenses (except traffic)	-33.2	-26.7	6.5
Suspicion	-67.2	-71.3	-38.7
Curfew and loitering law violations	-18.2	-28.0	--
Runaways	32.7	9.6	--
Total	10.3	4.8	17.1

[a] Rural area: the uncorporated portion of a county outside of standard metropolitan statistical areas.

Source: U. S. Department of Justice, Federal Bureau of Investigation, Uniform Crime Reports for the United States (Washington, D. C.: Government Printing Office), 1969, p. 139.

APPENDIX B

JUVENILE DELINQUENCY AND INSTITUTIONALIZATION RATES

TABLE XXVI

JUVENILE DELINQUENCY RATES PER 1,000 INHABITANTS UNDER 18 YEARS OF AGE, IN URBAN TENNESSEE COUNTIES, 1974[a]

County	Rate Per 1,000	County	Rate Per 1,000	County	Rate Per 1,000
Anderson	45.3	Hamblen	24.3	Montgomery	14.9
Bedford	28.2	Hamilton	22.6	Obion	9.9
Blount	49.2	Hardeman	7.2	Putnam	2.9
Bradley	56.4	Hardin	11.0	Roane	21.5
Campbell	16.0	Haywood	10.3	Robertson	11.1
Carter	18.2	Henderson	8.0	Rutherford	16.3
Cocke	17.2	Henry	11.0	Shelby	45.8
Coffee	20.5	Jefferson	7.9	Sullivan	23.7
Cumberland	12.1	Knox	28.6	Sumner	19.1
Davidson	55.5	Lawrence	22.2	Tipton	9.6
Dickson	30.4	Lincoln	26.4	Warren	26.2
Dyer	9.7	Loudon	17.6	Washington	20.2
Franklin	23.6	McMinn	17.1	Weakley	12.0
Gibson	9.5	Madison	12.8	Williamson	12.6
Giles	23.5	Marshall	29.7	Wilson	14.6
Greene	16.3	Maury	22.8		

[a] Those counties whose largest city has a population of 5,000 or more inhabitants.

Adapted from: Tennessee Law Enforcement Planning Commission, *The Comprehensive Plan for the Improvement of Law Enforcement in the State of Tennessee* (Nashville, Tennessee: Tennessee Law Enforcement Planning Commission), 1975, pp. 6-9; and Tennessee Department of Corrections, Juvenile Probation Division, "Annual Report from State Agencies on Children's Cases Disposed of by Juvenile Courts," 1974.

TABLE XXVII

JUVENILE DELINQUENCY RATES PER 1,000 INHABITANTS UNDER 18 YEARS OF AGE, IN RURAL TENNESSEE COUNTIES, 1974[a]

County	Rate Per 1,000	County	Rate Per 1,000	County	Rate Per 1,000
Benton	19.9	Hawkins	11.9	Overton	11.2
Bledsoe	3.8	Hickman	7.4	Perry	22.3
Cannon	16.4	Houston	17.9	Pickett	7.9
Carroll	7.2	Humphreys	8.7	Polk	4.4
Cheatham	6.1	Jackson	.5	Rhea	13.1
Chester	16.7	Johnson	19.2	Scott	29.7
Claiborne	32.2	Lake	7.7	Sequatchie	28.8
Clay	6.5	Lauderdale	9.7	Sevier	20.8
Crockett	11.8	Lewis	10.6	Smith	6.4
Decatur	14.3	McNairy	7.0	Stewart	7.8
DeKalb	9.2	Macon	7.0	Trousdale	29.0
Fayette	10.3	Marion	6.2	Unicoi	9.0
Fentress	6.9	Meigs	6.0	Union	3.3
Grainger	1.5	Monroe	15.0	Van Buren	24.1
Grundy	18.2	Moore	34.9	Wayne	17.1
Hancock	5.5	Morgan	7.0	White	8.2

[a] Those counties whose largest city has a population of less than 5,000 inhabitants.

Adapted from: Tennessee Law Enforcement Planning Commission, *The Comprehensive Plan for the Improvement of Law Enforcement in the State of Tennessee* (Nashville, Tennessee: Tennessee Law Enforcement Planning Commission), 1975, pp. 6-9; and Tennessee Department of Corrections, Juvenile Probation Division, "Annual Report from State Agencies on Children's Cases Disposed of by Juvenile Courts," 1974.

TABLE XXVIII

INSTITUTIONALIZATION RATES PER 1,000 CASES DISPOSED OF BY JUVENILE COURTS, IN URBAN TENNESSEE COUNTIES, 1974[a]

County	Rate Per 1,000	County	Rate Per 1,000	County	Rate Per 1,000
Anderson	15.4	Hamblen	70.6	Montgomery	166.7
Bedford	17.8	Hamilton	34.1	Obion	144.4
Blount	22.5	Hardeman	87.7	Putnam	517.2
Bradley	11.8	Hardin	343.8	Roane	50.5
Campbell	84.5	Haywood	137.5	Robertson	99.1
Carter	52.9	Henderson	261.9	Rutherford	93.8
Cocke	45.8	Henry	293.7	Shelby	36.6
Coffee	41.7	Jefferson	96.8	Sullivan	27.3
Cumberland	134.8	Knox	48.4	Sumner	55.6
Davidson	33.4	Lawrence	0	Tipton	130.8
Dickson	13.4	Lincoln	9.6	Warren	216.1
Dyer	125.0	Loudon	37.0	Washington	21.6
Franklin	27.7	McMinn	49.8	Weakley	111.1
Gibson	281.9	Madison	207.0	Williamson	233.8
Giles	25.3	Marshall	45.5	Wilson	146.7
Greene	67.2	Maury	61.8		

[a] Those counties whose largest city has a population of 5,000 or more inhabitants.

Adapted from: Tennessee Department of Corrections, *Annual Report: July 1, 1973, to June 30, 1974* (Nashville, Tennessee: Tennessee Department of Corrections), 1974, n. p.; and Tennessee Department of Corrections, Juvenile Probation Division, "Annual Report from State Agencies on Children's Cases Disposed of by Juvenile Courts," 1974.

TABLE XXIX

INSTITUTIONALIZATION RATES PER 1,000 CASES DISPOSED OF BY JUVENILE COURTS, IN RURAL TENNESSEE COUNTIES, 1974[a]

County	Rate Per 1,000	County	Rate Per 1,000	County	Rate Per 1,000
Benton	28.6	Hawkins	21.9	Overton	134.6
Bledsoe	0	Hickman	37.0	Perry	0
Cannon	131.6	Houston	241.4	Pickett	0
Carroll	351.9	Humphreys	128.2	Polk	0
Cheatham	35.7	Jackson	0	Rhea	173.3
Chester	111.11	Johnson	0	Scott	24.7
Claiborne	50.0	Lake	142.9	Sequatchie	0
Clay	166.7	Lauderdale	130.4	Sevier	20.5
Crockett	148.2	Lewis	47.6	Smith	87.0
Decatur	27.8	McNairy	51.3	Stewart	0
DeKalb	103.5	Macon	208.3	Trousdale	0
Fayette	461.54	Marion	108.7	Unicoi	186.05
Fentress	258.06	Meigs	0	Union	0
Grainger	0	Monroe	42.7	Van Buren	136.4
Grundy	46.9	Moore	0	Wayne	14.3
Hancock	90.9	Morgan	90.9	White	139.53

[a] Those counties whose largest city has a population of less than 5,000 inhabitants.

Adapted from: Tennessee Department of Corrections, Annual Report: July 1, 1973, to June 30, 1974 (Nashville, Tennessee: Tennessee Department of Corrections), 1974, n. p.; and Tennessee Department of Corrections, Juvenile Probation Division, "Annual Report from State Agencies on Children's Cases Disposed of by Juvenile Courts," 1974.

APPENDIX C

SURVEY SCHEDULE

UNIVERSITY OF TENNESSEE

INSTITUTE OF AGRICULTURE

DEPARTMENT OF AGRICULTURAL ECONOMICS
AND RURAL SOCIOLOGY

JUVENILE DELINQUENCY
INTERVIEW NOTES

SUMMER 1975

CONFIDENTIAL

County ____________________ Date of Interview ____________________

Position ____________________ Interview No. ____________________

Name[*] ____________________

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[*] Not used for tabulation or publication

I. How long in present position?

II. Past experience and/or training.

III. Do either of the following closely fit your own definition of juvenile delinquency?

A. Considered to be those offenses committed by a person, including status offenses, that would subject that person to the jurisdiction of the juvenile court.

1. Including juvenile offenders who are not caught.

2. Those juvenile offenders who are caught but not charged.

3. Those juvenile offenders who are arrested and charged.

B. Considered to be those offenses committed by a person, excluding status offenses, that would subject that person to the jurisdiction of the juvenile court.

1. Including juvenile offenders who are not caught.

2. Those juvenile offenders who are caught but not charged.

3. Those juvenile offenders who are arrested and charged.

If not, what is your definition?

IV. From your experience, what do you see as the trends in juvenile delinquency in this county?

A. Increasing or decreasing (overall in county)?

B. Trends in the kinds of offenses committed.

C. Trends in age group involvement.

V. What do you see as the major causes of juvenile delinquency in this county (rank)?

VI. Do you see any major differences in the kinds of offenses committed by juvenile delinquents in rural vs. urban areas?

VII. Do you see any major differences in the causes of juvenile delinquency between rural vs. urban areas?

VIII. Presently, how do you handle the juvenile cases (disposition of cases)?

IX. At the present time, what services, facilities and other opportunities are available to the youth of this county (professional counseling, recreation areas, jobs, training facilities)?

X. Who are the persons most directly involved in handling juvenile delinquency problems in this county? (Include staff aides if any.)

Name	Position	Estimated % of Time

XI. In your opinion, is the amount of time and money being devoted in this county to juvenile delinquency problems...

_____ too little? _____ about right? _____ too much?

If too little or too much, what particular services would you add, expand, reduce, eliminate and by how much (1/2, 25%, etc.)?

XII. How do you feel about the following? (See card)

XIII. Do you know of any other possible alternative solutions, not listed, that might help to diminish the juvenile delinquency problem?

XIV. Have there been any special aspects of education, past experience, or any other special learning opportunities that have been particularly helpful to you in dealing with juvenile delinquents?

XV. Do you know of anyone, outside of this county but within ETDD, that is knowledgeable in the area of juvenile delinquency that I should interview?

Name	Position	County

"Other Comments"

4

		( )	( )	( )
	Areas	**A. Group homes and/or halfway houses**	**B. Foster homes**	**C. Expanded probation services**
	Advantages			
	Disadvantages			
	Geographic area covered			
	Do you see any obstacles what are they?			
COST	**Initial**			
	Where from			
	Maintain annual			
	Where from			

Areas		( ) D. Counseling services	( ) E. Training	( ) F. PFO programs
Advantages				
Disadvantages				
Geographic area covered				
Do you see any obstacle What are they?				
COST	Initial			
	Where from			
	Maintain annual			
	Where from			

		C. Classes	H. Detention & treatment centers	I. Recreation facilities
Advantages				
Disadvantages				
Geographic area covered				
Do you see any obstacles? What are they?				
COST	Initial			
	Where from			
	Maintain annual			
	Where from			

7

		( )	( )	( )
Areas		J.	K.	L.
Advantages				
Disadvantages				
Geographic area covered				
Do you see any obstacles What are they?				
COST	Initial			
	Where from			
	Maintain annual			
	Where from			

		( )	( )	( )
Areas		M.	N.	O.
Advantages				
Disadvantages				
Geographic area covered				
Do you see any obstacles? What are they?				
COST	Initial			
	Where from			
	Maintain annual			
	Where from			

Knowledgeable

Very _____

Somewhat _____

Not _____

Concerned

Very _____

Somewhat _____

Not _____

Area of Special concern, if any.

Degree of cooperation

Very _____

Neutral _____

Not cooperative _____

VITA

William Dan Bolton was born in Knoxville, Tennessee, on April 24, 1952. He attended elementary and secondary school in Tazewell, Tennessee, graduating from Claiborne County High School on May 16, 1970. In September, 1970, he enrolled at the University of Tennessee, Knoxville. He received a Bachelor of Science degree in Agricultural Business in December of 1974. In January of the following year, he entered the Department of Agricultural Economics and Rural Sociology at the University of Tennessee, Knoxville. He is member of Gamma Sigma Delta Honorary Society, and in December of 1976 he received his Master of Science degree in Agricultural Economics.

He is married to the former Edith Gay Atkinson of Senoia, Georgia.